R E P O R T R E S U M E S

ED 011 136 EA 000 332

FINAL REPORT OF THE EDUCATION IMPROVEMENT ADVISORY COMMISSION.

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OREGON STATE DEPARTMENT OF EDUCATION, SALEM

PUB DATE 66

EDRS PRICE MF-$0.18 HC-$3.68 92P.

DESCRIPTORS- *EDUCATIONAL IMPROVEMENT, SPECIAL EDUCATION, EDUCATIONAL FINANCE, COMMUNITY COLLEGES, RESEARCH, DEVELOPMENT, SCHOOL DISTRICTS, TEACHER EDUCATION, *EDUCATIONAL OBJECTIVES, INSERVICE TEACHER EDUCATION, *OPINIONS, QUESTIONNAIRES, VOCATIONAL EDUCATION, SALEM

RECOMMENDATIONS ARE MADE FOR IMPROVEMENT IN EIGHT MAJOR AREAS OF OREGON EDUCATION--(1) SPECIAL EDUCATION, (2) VOCATIONAL EDUCATION, (3) FINANCE, (4) INSERVICE EDUCATION, (5) THE ROLE OF COMMUNITY COLLEGES, (6) RESEARCH AND DEVELOPMENT, (7) SCHOOL DISTRICT ORGANIZATION, AND (8) TEACHER EDUCATION. AN ANALYSIS OF OPINIONNAIRES RECEIVED FROM A REPRESENTATIVE SAMPLE OF THE PEOPLE OF OREGON IS INCLUDED. (HW)

FINAL REPORT
of the
EDUCATION IMPROVEMENT
ADVISORY COMMISSION

MARK O. HATFIELD
GOVERNOR

State of Oregon
Leon P. Minear
Superintendent of Public Instruction
1966

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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ACKNOWLEDGMENTS

The Education Improvement Advisory Commission held its first meeting on May 3, 1962, and adjourned on August 31, 1965. During these three years, the Commission and the State Department of Education carried out an ambitious program. Ten problem areas in education were selected, ranging from finance to clarifying the goals of education, and the Commission developed eight reports on these topics.

Believing that informed citizens increase their efforts to keep education a vital force in the community, "Public Conversations About Education" were initiated and the Commission reports were presented to civic leaders and educators at dinner discussions in six regions of the state.

With the help of the State Department of Education and the members of the Commission, 66 statewide organizations were contacted and several thousand copies of each report were distributed to the public, and hundreds of key people were contacted personally through the "Public Conversations" dinners. These leaders returned to their communities to help conduct discussions of the reports as part of their organizations' programs and meetings.

The success of the entire program depended on the support of many citizens throughout the state. I am deeply indebted to the members of the Education Improvement Advisory Commission, listed below, for their diligent efforts.

Dr. Howard Cherry, Chairman	Physician, Portland
Dr. Melvin W. Barnes	Superintendent, Portland Public Schools
Mr. Malcolm Bauer	Associate Editor, The Oregonian
Dr. John F. Cramer	Professor of Education, Portland State College
Mr. David Densley	Rancher, Richland
Mr. Karl Gehlert	Businessman, Coos Bay, Oregon
Dr. Paul B. Jacobson	Dean, School of Education, University of Oregon

Dr. Roy Lieuallen	Chancellor, State System of Higher Education
Mr. Wallace M. McCrae	President, Blue Mountain Community College
The late Dr. Leonard Mayfield	Former Superintendent, Medford Public Schools
Dr. Leon P. Minear	State Superintendent of Public Instruction
Mr. James C. Yeomans	Businessman, Multnomah Fuel Company, Portland

I would also like to acknowledge the valuable contributions made by many scholars and educational leaders who served as consultants to the Commission during the preparation of its reports. Dr. Arthur Pearl, Program Associate, VISTA, University of Oregon, Eugene, Oregon; the late Dr. Shirley Cooper, Director, In-Service Education, American Association of School Administrators, 1201 16th Street, NW., Washington, D. C.; Dr. Glen Heathers, Professor of Education, New York University, New York; Dean Thomas James, School of Education, Stanford University, Palo Alto, California; Dean Irving Melbo, School of Education, University of Southern California, Los Angeles, California; Dr. William Odell, Professor of Education, School of Education, Stanford University, Stanford, California; Dr. Hollis Moore, Vice President for Academic Affairs, George Peabody College for Teachers, Nashville, Tennessee; Dean George Brain, School of Education, Washington State University, Pullman, Washington; Dean Theodore Reller, School of Education, University of California, Berkeley, California; and Dr. T. C. Holy, retired Professor of Education, 319 Yale Avenue, Berkeley, California.

I wish to recognize the work of several State Department of Education staff members who prepared drafts of reports for consideration by the Commission: Dr. Robert O. Hatton, Assistant Superintendent, Division of Community Colleges and Vocational Education; Dr. Joy Hills Gubser, Assistant Superintendent, Special Services Division; Dr. George Kontos, Superintendent of Schools, Lincoln County (formerly with the State Department of Education); Dr. Donald Shelton, Director, Lower Division Collegiate, Community Colleges and Vocational Education Division.

I would also like to express my sincere appreciation for the assistance given to me and to the Commission by Dr. Leo W. Myers, Assistant Superintendent, Division of Education Development, who served as Executive Secretary to the Commission and coordinator of the "Public Conversations" program; by Mrs. Evelyn Gunter, Information Director, who summarized the Commission reports, edited and prepared this re-

port for publication; and by Dr. Patrick J. Wescott, Education Development Consultant, who wrote the analysis of opinionnaires.

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1965-66 was the fourth and last year of The Oregon Program. It had stimulated Oregon educators and lay leaders, in concert with some of the nation's finest scholars and boldest innovators, to apply new insights to the teaching of children and to the organization and operation of public school programs. Because of The Oregon Program and the cooperative atmosphere it generated among colleges, State Department of Education, and school districts as they worked to translate ideas into action, a climate for change has emerged. All schools are being challenged to question their assumptions and practices and seek better ways to teach children.

With this in mind, I asked my Education Improvement Advisory Commission to think about some "next step" recommendations for continued progress and improvement. The Commission prepared a thoughtful statement to clarify the major goals of Oregon education and then identified eight major areas in which important progress could and should be made. These areas included special education, vocational education, finance, in-service education, the role of community colleges, research and development, school district organization, and teacher education.

I have great respect for the work of this Commission because its members represent a cross section of Oregon's population. The reports submitted to me and to the citizens of Oregon put some of our most persistent educational problems in a new perspective. Its recommendations for legislation and policy decisions are perceptive, reasonable, and convincing. Civic, service, and professional groups

throughout Oregon agreed to discuss the issues raised by the Commission in their meetings throughout this year and although replies to an opinion survey being conducted among these groups are still coming in, a preliminary analysis of opinionnaires received indicates that there is general agreement with the Commission's recommendations.

I have asked that the essence of these reports, together with an analysis of the reactions of Oregon citizens as expressed in the opinion survey, be combined as the consensus of a broad segment of Oregon's population.

I transmit this report to the State Board of Education with my official endorsement for action.

Mark O. Hatfield
Governor

Section I

SUMMARY OF REPORTS AND RECOMMENDATIONS OF THE GOVERNOR'S EDUCATION IMPROVEMENT ADVISORY COMMISSION

CLARIFYING

EDUCATIONAL GOALS

Education, universal and free, inspired by a consciousness of the worth and dignity of man, is indispensable to a democratic people. It is the price of individual freedom. It protects and advances the welfare of society, serving as the agent of both order and freedom by instilling appreciation and respect for the values and customs which are a heritage of man's struggle toward freedom, and by providing orderly means for continuous social change and progress.

The essence of education in the Space Age will be found primarily in the processes of acquiring and using knowledge, and secondarily in the command of bodies of information and generalizations. This stems from three important considerations:

1. Man has amassed so much knowledge that selecting what information is most important for students to learn becomes crucial.

2. Present and future generations of young people will need to accept and prepare for self-instruction as a lifetime process in order to keep pace with rapid changes in the demands our economy will make on the labor force.

3. Even within the next twenty years, today's children will be living with political alignments, social conflicts, revised concepts of space and time, and reversals in their routines of work and leisure which will require them to readjust attitudes and values acquired during their early years.

Pupils gain access to knowledge to the degree that they have mastered the tool skills, developed capacity for self-instruction, and understand the significant ideas and issues within the subject areas.

As we move into the Atomic Age, America's leaders have agreed that our society faces not so much a crisis of economics or technology as a crisis of values. They urge that every effort of a democratic people be directed toward using scientific and technological advances to meet the

great human needs of our society and our world. They urge that our schools equip young men and women to related cause and effect, to interest themselves in the great issues and problems of a shrinking world, and to develop an overriding dedication to the freedom and opportunities, not only of this nation but of mankind as a whole.

The need for good education is imperative and costly. Education is, in itself, a goal toward which man and all of his social institutions--family, government, church, school, health, and social welfare and recreation agencies--must contribute and cooperate.

One of the central functions of the public schools is to advance society as a whole in terms of:

1. Cultural growth--education is the prime factor in raising the intellectual and aesthetic levels of a society.

2. Moral growth--education strengthens the moral fibre of a society through the teaching of positive values and the teaching of independent critical reflection.

3. Economic growth--a society's economic growth is directly proportionate to the investments that are made in educational experiences that develop collectively individuals who can contribute to that growth.

In connection with their responsibility to the individual, it is the function of the public schools to stimulate and nourish individual development through learning opportunities for all pupils that will help each, according to his potential:

1. Develop ability to reason, capacity and motivation for self-instruction, and effective means for self-evaluation.

2. Develop effective values, ethical and moral integrity, aesthetic discrimination, civic and social conscience, physical, mental, and emotional health, and respect for intellectual achievement.

3. Gain access to the accumulated culture and knowledge of man.

4. Develop necessary skills for vocational, social, and economic competence.

RECOMMENDATIONS

1. Individualized programs of studies. Pupils should be given opportunities at their actual level of advancement in each subject area and which permit them to move ahead in each area as rapidly as they can achieve the process goals and acquire the essential knowledge of each succeeding stage of advancement. This will require development of new means for evaluating pupils in terms of demonstrated proficiency in the areas through which individualized learning experiences have led them.

   Schools will need to help pupils consciously develop their own most efficient methods of acquiring and using knowledge--their own systems for identifying and analyzing problems, gathering relevant information, developing and testing plausible solutions, and evaluating outcomes.

   It is important to recognize that although the degree of mastery of the process goals may vary greatly and some pupils may need to concentrate their attention upon learning tool skills even at the secondary level, they should not be denied an ever-increasing range of content in all academic areas. They should not be side-tracked into courses intended to provide only marketable or avocational skills.

   Teachers need to develop learning experiences for pupils at every level of achievement, which offer both challenge and reward and which pupils can easily relate to the demands of daily living and to their aspirations for the future.

   Further research is needed to help in reshaping the curriculum toward inquiry training in all subject areas of the curriculum.

   High schools and colleges will need to consider abandoning the requirement that a pupil take a certain number of courses in designated areas to earn the credits required for a diploma. A pupil should be evaluated only in terms of mastery--demonstrating proficiency in the areas through which his individualized learning experiences have led him. Schools will need to consider ways to minimize grades, as they are presently used, install an honor principle, and develop evaluation methods and instruments suited for testing inquiry, self-instruction, and the command of ideas.

2. Emphasis on concept development. Public schools will need to abandon instruction mainly concerned with transmitting facts, generalizations, and highly specialized skills. They will need to

rebuild programs in the major academic and vocational subject areas so that pupils are required to learn only the basic concepts or theories within each major area, giving major attention to learning the way in which each area relates ideas, forms questions, and permits rational inquiry.

It is vital that educators find ways to integrate and relate knowledge--to develop a system in which the elements of one discipline can qualify and give meaning to another. In this way it will be possible to provide a common core for all pupils which cuts across disciplines to produce sympathetic awareness of the great social issues--the problems of integration, overpopulation, civil rights, world peace, and urban renewal.

Schools encourage and nourish creativity, not only in the arts or sciences, but also in the conduct of personal life, helping each individual to learn the art of selecting from alternatives, taking calculated risks, and making original, self-directed choices as opposed to conformity and imitation.

3. Emphasis on building values. Schools must provide well-planned, systematic opportunities for all pupils:

   a. To achieve understanding and acceptance of the values by which they will live through personal investigation and examination of the bases for these values and their consequences.

   b. To develop, through affirmative and thoughtful choice of values, ethical and moral character, personal integrity, self-respect, and respect and tolerance for the values of others.

Motivation to learn is closely tied to physical, mental, and emotional well-being. Coordinated and consistent guidance services at the elementary school level are needed to provide a continuing liaison and coordination of effort between special education teachers, social workers, school nurses, parents, and other sources in the community and to provide special assistance to parents, teachers, and administrators.

4. New concept of vocational education. Vocational education must become responsive to economic reality and anticipate economic change. Oregon schools need to consider treating vocational education as an integral part of a total program--relating all disciplines and occupational training so closely that it will become impossible to distinguish between academic and vocational instruction.

Pupils now in school need a broad and thorough education to prepare them for the high level jobs predicted for the future, and to give them the flexibility they will need in adjusting to the occupational changes they will inevitably face.

Schools will need to find a new approach to vocational and economic training, teaching only the basic skills necessary to many kinds of work within broad employment fields, helping young people to accept the idea of occupational change, and helping them to develop economic and social competency in their family, personal, and community lives.

Free public education needs to be extended to all individuals beyond their adolescent years who can benefit from it.

With the increasing amount of federal and private foundation money being made available to schools for special programs, care must be taken to prevent emphasis upon improvement in one area overshadowing steady efforts for improvement in all areas of the educational program. Efforts to revitalize instruction in the humanities, the social studies, and the language arts will need to be redoubled to assure that advances in these areas keep pace with advances in science, mathematics, and foreign language instruction.

Development and better use of the talents of women, older workers, and underprivileged minorities are a serious challenge to our way of life. Schools should consider ways to meet this challenge through adult education programs.

5. Need for education development. Every agency must become concerned with the expansion of educational research and the development, dissemination, and implementation of the fruits of research. Only in this way can significant answers be found to major problems.

Improved dissemination techniques are needed to assure that teachers and pupils are among the first to share the knowledge of great ideas, great decisions, and great achievements at the frontiers of our social, cultural, political, and economic life.

In-service programs must play an increasingly important role in achieving major improvements in teaching. These programs must become systematic statewide and nationwide efforts.

Models for teaching the processes of learning should be developed and incorporated in teacher education and in-service education programs.

Frequent and systematic evaluation will need to be incorporated into existing procedures. In order for teachers to understand, accept, and enthusiastically support change, they will need to participate in the establishment of goals and the evaluation of present programs in terms of the goals they have set. In this way, shortcomings of existing instruction become apparent, motivation to improve is established, and the processes of change can be implemented.

6. It is essential that investments be made in opportunities for teachers to help them cope with professional obsolescense. In-service education of teachers can be put on a paid, opportunity basis similar to the way industry and the military handle professional advancement. Such preparation should be rewarded with promotion, recognition, and salary.

7. Selection, recruitment, and preparation of talented and competent teachers should be the concern of both colleges and school districts.

School leaders as well as teachers should have an intimate knowledge of process goals and of individualized instruction, and of how school organization, curricular materials, instructional devices, tests, teacher selection, and teacher supervision are involved in accomplishing them. A corresponding emphasis is needed on launching programs to train community college and four-year college teachers with suitable emphasis on in-service training of today's professors.

Local districts should share responsibility by providing paid internships in improved instructional environments and offering, in cooperation with teacher education institutions, effective supervision of interns.

8. Financing. Oregon will need to devote an even larger share of its material resources to education. Educators and public leaders at all levels must begin to promote public understanding and support of this fact.

The concept "preserve the sanctity of the home at all cost" has stifled creativity in seeking alternatives to the resolution of the extremely inadequate home environments in which some children exist. Experimentation needs to be conducted to determine the potential of approaches that involve working with and/or supplementing the influence of parents.

PROGRAMS FOR CHILDREN WITH SPECIAL EDUCATIONAL NEEDS

There is a growing concern for the sensitivity to the worth of the individual. This philosophy is reflected in the outlawing of capital punishment, for example, and in efforts to habilitate rather than institutionalize the handicapped. New knowledge about the ways pupils learn and improved instructional methods and materials challenge teachers to care for education needs of youngsters who were heretofore considered unable to profit from instruction. Thus, while the nation is committed to mass education it is committed also to provision for the legion of differences existing among the children involved.

Programs for children with "special" education needs are of two kinds:

1. Preventive programs recognize the special needs in advance and provide the assistance needed to permit children to avail themselves of educational opportunities designed to help them become productive citizens.

2. Remedial programs are designed to be corrective in nature for children who have not received effective preventive services and therefore have failed to profit from their educational experiences.

These programs fall into five broad categories:

1. Special education--for children who are physically, socially, or emotionally handicapped; those with extreme learning problems; the educable retarded and the gifted.

2. Education of the disadvantaged--for children from impoverished homes.

3. Migrant education--for children of migratory workers.

4. Remedial programs.

5. Education of the slow learner, reluctant learner, and the dropout.

Although the following recommendations are primarily concerned with needs of children at the extreme ends of the range of individual differences, it should be recognized that the range of differences within the middle group itself is wide and there must be continued constant effort toward providing individualized learning programs for all children.

RECOMMENDATIONS

1. The State Department of Education should play an active role by providing technical assistance to help local communities set up community action programs under P.L. 88-452, through local districts, for corrective reading, preschool education for disadvantaged children, educational programs for children of migrants, and adult education programs.

2. The state should assist and encourage the development of programs in basic skills education to adults in need of this service.

3. Expanded counselor service in the schools is critically needed to aid in the individualization of pupils' learning experiences.

Special Education

1. Personnel shortage. The most critical unmet need is an increase in the number of personnel trained to work with handicapped children. The shortage of personnel is particularly reflected in the inability to provide special education services in the remote areas of the state or where population density is low. In these areas it is difficult to create an efficient organization to provide these services, and there is a lack of suitable referral agencies for specialized diagnostic and professional treatment.

   a. Until personnel become available in numbers which will enable effective recruitment in remote areas and Intermediate Education Districts are created which possess the leadership and size based on service needs rather than county boundaries, the only practical way to provide this service is through additional special education staff in the State Department of Education.

   b. Federal legislation has provided funds at an increasing rate to stimulate the training of teachers and supervisory personnel who work with the handicapped, to pay student stipends, and to help colleges train more teachers skilled in working with the several special handicapping conditions. However, state funds invested in occupational information data, recruitment services, and grants-in-aid are needed to resolve critical staff shortages.

2. Treatment for the emotionally disturbed. Resources for determination and treatment of the emotionally disturbed child's problem should be made available to all schools. Determination and treatment are a medical rather than educational responsibility.

3. Diagnosis of the mentally retarded. The need for periodic, detailed diagnosis prior to and following the identification of children as mentally retarded cannot be overemphasized.

4. Training the physically handicapped. To the extent that children who are blind, deaf, or have chronic medical problems can profit from integration with normal children in the regular classroom, it is desirable that they be included in the regular school special education program. However, these children need special training before they can participate in regular classroom work and this training should be conducted in regional district programs established through joint, cooperative arrangements with broad-based financial support to avoid institutionalizing the children in state residential centers.

5. Programs for the gifted. Funds should be provided for programs for the able and gifted. Programs for highly gifted children (about 3-5% of the school population) should remain in the special education program and should (1) identify the gifted, (2) rearrange experiences to keep these pupils interested and challenged, and (3) develop these pupils' self-help skills.

6. Coordinating efforts. Often there are several agencies working with the same handicapped child and each works alone without knowledge of the kind of efforts others are making. Much could be gained by coordinating the efforts of all agencies.

Education of the Disadvantaged

1. Improving economic efficiency. Current federal educational expenditures for educationally disadvantaged children often equal or exceed the expenditures for children not suffering from this initial deprivation. However, the lack of economic efficiency of this expenditure is a strong incentive for the commitment of additional resources to improve this efficiency:

    a. To stimulate and assist public school districts whose service area includes children described above to operate preschool and supplementary programs which are designed to help compensate for the lack of prior opportunity.

b. To develop patterns of instruction and organization for teaching which are particularly adapted to the needs of these children as a preventive measure as opposed to remedial measures which have been required to compensate for the lack of prior planning.

c. To train classroom teachers in the special needs of the disadvantaged child and the values existing in the culture from which he emanates in order to prevent inadvertent rejection of these children by teachers. Such rejection often results in the immediate reciprocal rejection of the teacher and the school by the child. The disadvantaged child has some skills both intellectual and vocational that the schools need to recognize and encourage him to use; the school needs to help him make manifest the strengths he does have and reward him for it.

d. To facilitate the development of an appropriate curriculum and of instructional materials which are suited to the special needs of educationally disadvantaged children.

e. To develop meaningful school programs for older students whose retardation in basic skills prevents effective participation in regular school programs which account for their remedial needs and provide guidance and assistance in planning work-study experiences that facilitate a transition to the field of employment.

f. To conduct remedial and developmental, expanded day and expanded year experience programs in the language arts for elementary and secondary school-age educationally disadvantaged children.

g. To develop practices designed to improve and strengthen school-home relations; to encourage and assist parents in providing an atmosphere of encouragement that will help stimulate the development of educational aspiration by educationally disadvantaged children.

h. To stimulate experimentation to determine the potential of approaches that involve working with and/or substituting for parents.

i. To establish an improved liaison program among welfare, social work, private agencies, and the school in order to effect an improved coordination of effort in working with the educationally disadvantaged child.

j. A research program should be conducted to:

(1) Determine the location and number of educationally disadvantaged children in Oregon public schools to determine concentrations not already known.

(2) Select school districts for pilot work in meeting needs of the educationally disadvantaged children.

(3) Identify specific manifestations of educationally disadvantaged children's problems such as reading and/or language difficulties, inappropriate curricula, low level of readiness upon entry in the first grade, deficiencies in general cultural exposure, and emotional instability.

k. As data processing systems are developed in the state, special attention should be given to establishing a data bank to store readily retrievable data on needs of children and results of pilot programs.

Migrant Education

1. Determining responsibility. One of the great problems involved in the education of migrant children is the determination of who is responsible for their education. One stream which flows into eastern Oregon originates in Texas and works the route between. Another migratory path is Arizona, California, Oregon, and Washington.

School districts cannot provide adequate education under these circumstances, except for temporary programs, and the state has difficulty assuming responsibility if the pattern extends over several states. Therefore:

a. The only level of government capable of bringing continuity to the education of children of migratory farm laborers involved in interstate migrations is the Federal Government.

b. Federal coordination of such an educational program should not negate the financial responsibility of local and state agencies who use this labor service in production in their areas.

c. Prior to the activation of more permanent migrant child education programs, it is recommended that the State Department of Education redeploy staff time to assist local districts whose service area contains school terms of summer concentrations

of migrant children in the preparation of supplementary plans for improving educational offerings for these children. Such plans, after preparation and local review, should be submitted to the Office of Economic Opportunity for financing under Title III - (B) of the Economic Opportunity Act of 1964. (Public Law 88-452).

Remedial Programs

1. Need for individualized learning. An increased emphasis on individualized learning programs which provide for continuity for each learner is urged as the means for decreasing the need for remedial programs. We now ask many pupils to perform at a level beyond their capability and then as compensation we give them additional assistance through a special program which is more nearly geared to their learning needs.

2. Expansion of remedial programs. Currently the need for remedial instruction, particularly in reading, is unmet to a degree that even though individualized learning programs will eventually decrease overall remedial needs, junior and senior high schools cannot ignore the necessity of expanding remedial instruction in the basic skill areas. Teacher education colleges must bear this in mind.

3. Funds needed. The state should formulate plans for providing stimulative funds to local school districts to expand remedial instruction services, especially in reading, in grades 1-14. Scholarship assistance needs to be made available to increase the availability of qualified teachers in this field. Remedial and corrective programs should be served, with diagnostic and specialized services and remediation when corrective action requires an individualized instructional program, by special education. However, general education should assume a much larger role in providing small group learning experiences in basic skills to students whose deficiencies in these skills limit their effective participation in the regular program.

4. Localizing programs. Rather than providing the services directly themselves, Intermediate Education Districts should exert leadership in encouraging and facilitating the provision of remedial services in one or more local school districts, with arrangements for districts not operating such programs to participate in those that are established.

   a. School districts in the more sparsely populated areas seldom are able to provide remedial services, although the need is

just as great as elsewhere. Cooperative endeavors among school districts in this regard should be encouraged under a regional administrative mechanism such as the Oregon Council for Curriculum and Instruction.

Education of Slow Learners, Reluctant Learners, and Dropouts

1. Need for individualized learning programs. Again the need for individual learning programs for all pupils is stressed. As in the case of remedial programs, this would eliminate the need for special programs for these three classifications of learners.

2. Guidance and work experience. Efforts should be made to assist all school districts to make guidance, training, work experience, and assistance in making the transition to appropriate employment available to these students. Funds are available under the Vocational Education Act of 1963, the Smith-Hughes and George-Barden Acts, and the Economic Opportunity Act.

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COMMUNITY COLLEGES AND VOCATIONAL EDUCATION

Technology has created a new relationship between man, his education, and his work, in which education must play squarely between man and his work. Although this relationship has traditionally been true for some men and for some work (on the professional level, for example), modern technology has advanced to the point where the relationship may be said to exist for all men and for all work. Yet, though technology today in effect dictates the role that education must play in preparing man for work, no level of American education has fully recognized this fact of life. Tragically, the nation's educational system is, when viewed as a whole, in gross imbalance. Its attention is concentrated on the 20 percent of all students who go through college.

If education is inserted between man and his work, then vocational and technical education must be treated as an integral part of total education. Total education should introduce school youth to the world of work along with the world of the professions and of culture. It should enable youth to move into the next role in life whether that be to attend college, professional school, the vocational-technical school, or to enter directly into employment.

Because important and revolutionary developments are taking place in industry, business, and agriculture and the various means by which men and women earn their livelihood, the success of all workers now depends upon their receiving an adequate education. Thus, free public education needs to be extended beyond adolescent years to all those individuals who can benefit from it. There will be limited opportunities to youth who have not had the advantage of training and education additional to their high school work. Community colleges provide a structure for this needed extension of educational opportunity. These institutions have the resources and the capacity for flexible organization to carry substantial responsibility for provision of post-high school education for both the youth and adults of Oregon's communities.

Community colleges are intended to fill the institutional gap in education by offering broad, comprehensive programs. These institutions are

designed to provide terminal two-year programs for some, serve to determine future educational needs for other students, and provide means for adults to continue their academic education, vocational training, or attain entirely new skills as old occupations cease to exist and new technologies supplant them.

In February 1961, the State Department of Education developed "A Plan for the 60's" in which 13 areas of Oregon were identified as having the potential for supporting a community college or education center. Eight of these 13 areas have formed area education districts and offer lower division collegiate and vocational-technical courses. Two others have community colleges or vocational-technical schools operating under the jurisdiction of a school district. Of the remaining three areas, one is in the studying and/or voting stage of development and only one is not actively involved in consideration of the problem. Local studies are currently under way in two areas not initially identified.

Approximately 75 percent of Oregon's population in the 18-24 age group should have access to community colleges by 1975, with the ultimate goal being the availability, on a commuting basis, of this type of institution to all persons in the state who can benefit by its services.

RECOMMENDATIONS

1. Extending educational opportunities. The need for life-long plans of education, training, and retraining creates a necessity to develop policy which will open the doors to further education for all individuals, based upon their ability to profit from the training.

   a. Organization. Community colleges should be recognized as an integral part of the state's system of public schools, grades one through fourteen, and continue to be under the general supervision of the State Board of Education.

   b. The special nature and function of the community college should be recognized, and local and state support for these institutions should be separate and distinct from support for any other segment of public education.

   c. Area vocational programs. Area vocational programs and/or schools must be established to provide vocational-technical training service. In areas with low population density, it will be inefficient to establish both area vocational schools and community colleges. In this circumstance, it might be most reasonable for the community college to offer part-time vocational

and pretechnical training for surrounding secondary students on a contract basis with local school districts. However, the curriculum of the vocational-technical program differs at the secondary school level from that of the community college and, where sufficient population permits separate facilities, programs, and teachers, improved quality of instruction will result.

2. Coordination of programs. Programs should be coordinated among the various community colleges and with educational programs in high schools, area vocational schools, and four-year degree institutions. The State Department of Education should continue to serve as the coordinating agency.

3. Planning logical development. Colleges and universities should play a much stronger role in planning vocational and technical curriculums in which a logical development occurs at each school level, whether it be at the secondary level, the community college level, or the university level, developing planned sequences which will enable each level to offer the prerequisite for the increasing specialization to follow with a minimum of duplication and overlap.

4. Specialization at the terminal level. School preparatory programs should be made broad in concept and directed toward a family of occupations rather than toward the highly specific. The student's program should become quite occupationally oriented with increased specialization in the terminating part of his program at whatever educational level termination occurs. Such emphasis might vary from early secondary school to graduate collegiate training depending upon the student's interest and motivation.

5. Reappraising programs. Because education for all students must be both liberal and vocational, the task is not that of finding the appropriate proportions of each, but rather of committing ourselves wholeheartedly to the process of reappraising and redefining all courses so that they contribute to both.

6. Integrating theory and application. A new look should be taken at current stereotypes regarding the superior role of academic over applied subjects in intellectual training. Ideas are learned only to the extent that they are applied and, therefore, the applied fields might offer special opportunities for completing "acts of thought" by requiring the use of basic principles and concepts in an entirely new context.

7. Providing practical experience. Young people learn in different ways--from classroom instruction and from less formally structured environments--particularly in connection with their jobs. If the objective of certain learning experiences is mastery of a particular technique, such experiences should be furnished in a real-life situation rather than in the simulated environment of the classroom.

8. New opportunities for low achievers. Members of our present society, including school personnel, have developed low levels of expectancy for one-fourth of the student population immediately above the mentally retarded level. Effort should be made to reshape these attitudes and develop meaningful programs to open up many areas of opportunity to these students.

9. Work-study for alienated youth. Secondary schools should establish small classes of 15 or less for alienated youth. The class size should be inversely proportionate to the degree of alienation of students. Such students participate most successfully where the curriculum is vocationally oriented and particularly where it includes work experience in the daily program.

10. Occupational guidance. Experiences for all students need to be extended to lower and higher age levels from present practice. During the students' age of occupational choice, it is recommended that schools seek an identification with industry in which it is possible for students to participate in a variety of directed observation experiences in technological occupations. Guidance should be expanded to enable students to make wise occupational selections as well as to identify students whose programs should be revised to provide occupational experience prior to school dropout.

    a. Training program for guidance counselors. This program should include a continuing and varied business and industrial experience during the summer months in jobs which correspond to those being recommended to students. School authorities in cooperation with business and industry should plan such placements for most effective accomplishment of purpose.

    b. Community college guidance programs. Until such time as effective occupation guidance programs are established, and even then for the unreachable few, the community college guidance program should serve the purpose of a "cooling off period" for the student who enters with unrealistic expectations and should later channel him into a program consistent with his interests and abilities.

11. Comprehensive studies of manpower needs. The complex interrelationship of the market makes it increasingly difficult to plan vocational programs based upon local need--districts must look beyond their own boundaries. Comprehensive studies of local, state, and regional needs must be made and utilized at all levels.

    Local, regional, and state surveys of the educational and service needs of each community college area should be made on a systematic, longitudinal basis. Specific vocational-technical courses should be related to employment opportunities both known and projected, in the community, state, and nation; programing for these courses should be worked out in cooperation with representatives of labor, business, industry, and agriculture.

    a. Community colleges should normally include at least three types of educational programs to meet the diverse needs of their service areas: vocational-technical, general adult, and collegiate transfer.

    b. Flexibility should be the keystone of educational programing at the community college level. Instructional staffs and operating district boards should use every local and contractual resource at their disposal to meet the needs of the college-age and adult populations in their service areas.

    c. In addition to State Board approved courses for which the operating district requests reimbursement, a community college should be able to offer any course(s) it deems useful in meeting the educational needs of the population it serves if the operating district board feels it can provide the required resources.

12. Coordinated concept training and job placement. Schools should be concerned with assisting terminating students to find meaningful entry into the world of work. Future multiple entry by the student between work and training will require the development of joint record systems which are current and available to both employment and educational agencies.

13. Apprenticeship program. The 1965 Legislative Interim Committee on Technological Employment made recommendations for expanding and liberalizing the public apprenticeship program. In general, it provided for a much more extensive training and education program for the work force of Oregon. This legislation should be implemented in order to facilitate the development of skilled manpower essential to the optimum growth and development of Oregon's economy.

14. Recruiting and training teachers. Revision and establishment of teacher training programs for vocational-technical teachers, as well as all others, should be concerned with integrating occupational information from the world of work into the content of the regular school curriculum. The need for personnel is so great that scholarships should be established to stimulate the recruitment and training of vocational-technical instructors and occupational education generalists.

    The problem of staffing community colleges in Oregon with instructors trained specifically for work at this level should be presented to Oregon's teacher preparation institutions along with suggested programs that have been used throughout the country. These institutions should be asked to make provisions for programs designed to produce a regular supply of persons so trained.

15. Use of mid-level technicians. There is a strong need for developing the use of mid-level technicians in educational, social, and governmental fields, and for creating appropriate training programs for them. Current regulations for teacher aides may require reexamination to allow technicians to teach under the direction of fully qualified teachers in a team in which the technician has skills lacked by the team leader.

16. Funds for developmental programs. A significant portion of vocational education funds should be devoted to developmental programs designed to prevent obsolescence of training programs.

17. State support of community colleges. State funds allocated to community colleges for operating costs should not be reduced as additional federal funds become available. In no case should the availability of federal funds be used to offset the rate of local participation as prescribed by law.

    a. Increased enrollment contingencies. The legislature should provide whatever means it can to meet the contingency of enrollments, upon which state distribution formulas are based, being higher than projected for a given biennium with the result that appropriations would be less than the amount upon which community college budgets are predicated.

    b. Tuition. The cost of education to the individual should be sufficiently low to permit students of low-income families to attend. At the present time Oregon's community college tuition costs are among the highest in the nation. Efforts need to be

made to reduce tuition costs toward the early goal of providing free public education through the fourteenth grade.

The School District Boards or Area Education District Boards operating community colleges should be permitted to fix tuition rates subject to approval of the State Board of Education and may prescribe higher tuition for students residing outside the district.

c. Fee-remission awards and other scholarships. Subsidies similar to those available to students in four-year institutions of higher learning should be made available to students who attend community colleges.

18. Community college expansion. New community colleges, established in accordance with law by local autonomy and under the review of the State Board of Education, should not be entitled to state funds until such time as the legislature has had the opportunity to provide for the new institution's needs in state appropriations. However, the legislature should not be placed in the position of specifying the institutions to be established.

The community college program should continue to expand at a relatively steady rate, both in terms of numbers of new institutions established and in terms of enrollments in each of the institutions. Each of the community colleges now operating or being planned has a healthy potential for increases in enrollment at a rate commensurate with its resource potential for operation. Imposing the burden of heavy enrollment increases upon these developing institutions, through statewide changes in entrance requirements in four-year degree institutions or through any other means, would work an undue hardship on staffing and providing facilities at the community college level.

The initiative for the establishment of new community colleges should come from the localities to be served. The institution should be in response to recognized educational needs of an area. A community college should be established only --

a. where the people in the locality are willing to assume the responsibility for the institution,

b. where they are able to provide the resources needed for an adequate educational and service program, and

c. where there is demonstrated a clear understanding of the special nature and function of such an institution.

19. Capital outlay. The development of adequate post-high school educational facilities calls for a continuation of the policy of substantial state participation in community college building costs and the maintenance of an adequate level of state support for operation. Area education districts and school districts should continue to provide some funds for capital improvement as well as for operation of the community college. Costs assumed by the operating district on behalf of the college can be regarded as offset by the advantages of having the college located in the community.

Capital outlay in community colleges should continue to be financed from federal, state, and local sources, excluding receipts from student tuition and fees. Subject to the availability of state funds, operating districts should be reimbursed by the state at the rate of at least 65 percent of the actual construction costs, including initial equipment.

Vocational buildings should be designed for flexibility in order that they may be altered as the need for training alters.

FINANCING

OREGON EDUCATION

Census estimates of population for the next two decades indicate that the rate of population growth for Oregon's school-age population will be greater than the rate of growth for the general population. This is especially true of the 20-24 year age group. Furthermore, the age group above 65 will grow more than twice as fast in the next twenty years as will the 25-64 year age group which must earn the income against which taxes will be levied.

There will be more students and the education of each additional child will cost more. Oregon is not keeping pace with neighboring states in the area of salaries and services and its ability to attract teachers from these states is limited, in many cases, to teachers with less than optimum levels of training and experience.

But these two problems are compounded by still another--the expansion of the educational program. There are strong pressures nationally and in Oregon to provide children and youth with more hours, more days, and more years of education because of the explosion of knowledge, higher requirements for entry into occupations and college. If potential dropouts are to be retained and provided a better school program, the educational expenditure will need to be expanded.

RECOMMENDATIONS

1. A comprehensive evaluation of problem areas. An exhaustive study of financing Oregon education should be undertaken and recommendations for change should cover the following problem areas:

    a. Population density and sparsity. A problem of significant importance in certain portions of Oregon is the need to overcome the problems which population density brings to the educational program of children and youth. In rural areas of the state, on the other hand, sparsity of population makes the cost of providing pupils with even a minimum program extremely high.

b. Declining state share in support of education. In recent years the state share in support of education has begun to decline. There is nothing intrinsically wrong with this, for no research is yet available to indicate an optimum state share. However, because state support is generated from different tax bases than is local support, a shifting in the state-local shares means a shifting away from some tax bases and toward other tax bases; and the decline of the state share in Oregon means that schools are financed more from the property tax and less from the income tax, the predominant element in the Oregon State Tax System.

c. Equalization aid. In Oregon there are two equalization programs: the State Basic School Support Fund and the countywide tax, known as the Intermediate Education District Levy. The Intermediate Education District Levy utilizes only the equalization by collection method. The State Basic School Support Fund utilizes both of the major methods of equalization; that is, equalization by collection and equalization by disbursement.

Equalization by disbursement is embodied in the state school support formula in the equalization aid which constitutes some 20 percent of the apportionment account and somewhat less of the appropriation.

While Oregon enjoys a relatively high level of state participation and achieves some equalization, there is a major defect in the formula in that the two equalizing programs do not take each other into account. That is, the Intermediate Education District Levy revenues of a school district are not considered in the calculation of eligibility for state school support equalization aid. The exact relationship between these two equalization programs is difficult to measure and continues to be one of the major topics of study by the Oregon State Advisory Committee on School Finance.

d. Sources of Revenue. Consideration must be given to the effect of counting all forms of revenue in the calculation of any form of state support. In the local contribution correction factor of the present formula, several sources of district revenue are identified; but, by the same token, many others are omitted from consideration, and there apparently is no logical framework for the inclusion of some sources of revenue and the exclusion of others.

e. Federal aid. It is obvious the amount of federal activity in education is increasing; and just as the two major elements of equalization within the Oregon program should be coordinated, the same may be said of the coordination of total state school finance in Oregon with trends in federal aid.

f. The support program. The support program level is determined, not on logical grounds, but more often on the basis of the amount of available state funds. A goal for Oregon in the area of school finance formula should be the development of a logical basis for the support program. This would include a description of the program which the public feels should be the actual educational program and which the public, represented by the legislature, feels should constitute the support program, and then a development of cost data to determine what the foundation program dollar level should be.

Because revised school standards are being developed which recognize minimum, median,and optimum levels of educational programs, the State Board of Education should define its foundation program for state basic school fund support and assign dollar values in such a way that they will continue to be realistic in terms of required current expenditures per pupil.

Current expenses in 17 of the state's largest unified districts average about $503 per pupil in average daily membership in the state; the level of the support program is expressed as being $365 per pupil in average daily membership. This means that even if all equalization features of all revenue collection programs for school support were working perfectly, as they are not, the districts would be on their own to provide for costs which are above the support program level.

(1) The support program should cover all services which are conceived to be within the meaning of the term "support program."

(2) In the past, the term "support program" has often been coupled with the concept of minimum. A minimum acceptable program is often used as a definition of the support program. But there must be consideration now and in the future of a new definition using the term optimum or median program rather than minimum.

g. Capital outlay. Capital outlay is not now a part of the state support system. But in many school districts, capital outlay constitutes a substantial portion of the budget, and the need for equalization, either by collection or disbursement, probably is as great in the capital outlay area as the current operation area to which all state support is now confined. Although the major postwar building wave is over, at least on the elementary level, significant high school construction costs may be anticipated in the very immediate future and enrollment growth will continue. Attack on the matter of major state support of capital outlay aid should be studied and when appropriate measures are determined they should be enacted.

h. Disparities in total tax burden among communities. In Oregon the need and the demand for local governmental services other than education varies widely among communities, and often it is in competition for revenue which schools seek. While schoolmen have always cherished and protected the separation from local government, the complexity of modern society may force a change in this posture, and the need in some communities for higher levels of nonschool locally supported services must be recognized. The exact nature of its relationship to public school finance is still in doubt, but there is no question that it is appropriate to consider this matter.

2. Criteria for evaluating problem areas. The function of the legislature is to provide funds and allocation procedures to guarantee the accomplishment of the principles of reasonable equity. The legislature should also receive an accounting of the use of such funds and establish criteria for measuring a district's effectiveness in the use of the funds.

a. Equity in regard to education and school support has three dimensions:

(1) Equality of educational opportunity. All children, regardless of where they live in the state, are entitled to equal opportunity for educational services. This, however, does not mean that every child need have the same education nor an education costing the same amount of dollars.

(2) Equity of tax responsibility. All citizens throughout the state should have approximately equal tax responsibility

for the basic educational program. Equal responsibility is a function of the ability to pay the taxes and is not necessarily the same for all persons.

(3) Equity of state and local responsibility. The state should require minimum levels of effort by local districts to share in the allocation of state funds. The state should encourage districts to exceed minimum programs by sharing, in the same ratio as the minimum program, the costs of the improved program to a reasonable level. The state should not mandate additional programs without sharing the cost of such programs.

b. To achieve equity, simultaneous effort in several areas is required.

(1) Equalized valuation of property, even though an imperfect measure of ability, continues to be the best criterion. Therefore, the support program should utilize this measure in establishing support formulas which allocate funds for educational services. Equalized valuation of property per child may be the principal measure of a district's ability to provide services.

(2) The Intermediate Education District may be a powerful force in establishing the conditions of equity. So that equalization may result from the resources of this unity, the following conditions should be observed. The ability of the Intermediate Education District must be considered in establishing the allocation of state funds. Evidence of effort for participation shall be establishment of minimum tax rates. Districts within Intermediate Education Districts that wish to exceed such minimums should receive proportional shares of the total allocation made available except that controls to prevent excessive spending would be needed.

(3) District reorganization should continue so that districts are of sufficient size to render effective and efficient educational programs.

(4) Factors of density and sparisty of population which are related to special costs should be considered in a program of state support.

(5) The state should encourage and extend efforts to achieve uniformity in the assessment of property throughout the state.

(6) Sources of public school revenue other than property taxes and state grants should be examined to determine their effect on the equalization program. To the extent that these funds do affect equity, they should be considered in the equalization formula.

(7) Educational programs have economic consequences. Efforts should be made to encourage study of these consequences and to share educational services in part at least toward strengthening the economy of the state.

(8) Proposals for financing Oregon education should recognize that a condition of scarcity of resources exists, and that competition for these resources by other agencies is also present. Therefore, such a program should seek to make the most efficient use of resources in terms of the long-range planning for economic and social improvement in the state.

(9) Because education is a function of the state, the state should set at least minimum standards of educational services and then, to the extent necessary, share with lower jurisdictional levels the costs of such a program.

3. Staffing and administration. The study should have the full support of the Governor's office, with a member of his executive staff delegated to maintain continuous liaison with the study.

a. A similar liaison should be arranged with any interim education study committees of the legislature and with the legislative council.

b. A citizens' committee should be appointed by the Governor and, including the executive and legislative liaison people, serve two functions:

(1) Assist the survey team in testing and interpreting the realities of the present situation in educational finance and the needs and opportunities for educational services in Oregon in the foreseeable future through a preliminary meeting with the survey team very early in the period of study,

and an extended work session after the team has made a study of the current situation.

(2) Assist the team in assessing the soundness of its preliminary analyses of the situation and the viability of the proposals made for change toward the end of the period of study.

(3) Increase the probability that findings of the study could be diffused throughout the state and that popular support as well as prompt political proposals could be expected to translate the recommendations of the study into legislative action in the session following completion of the study.

c. A full-time administrative assistant to the Study Project Director with an office in Salem, preferably in the Department of Education. This could be either a member of the Department staff acceptable to the Director who would be relieved of all other duties for the period of a year, or someone mutually agreed upon by the State Superintendent and the Director and employed specifically for the task. His duties would include organization of statewide committee meetings and workshops, managing specific data-gathering projects, organizing editorial and production aspects of reports, and carrying out general and specific assignments in connection with the study as specified by the Director.

d. A specialist in economic analyses. One of the outcomes of the study should be some estimates of the consequences of various alternatives in financing education on economic development in the state, the flow of costs in relation to benefits retained in the state, and the distribution of benefits and burdens related to education within the state.

e. A specialist in state-federal relations who can estimate the impact of federal programs and make some knowledgeable forecasts in this area.

f. A specialist in local school organization and administration who could estimate the consequences of the proposals developed in terms of efficient local school district organization and administration.

g. A specialist in intergovernmental relations with a political science orientation who could review Oregon studies of needs and resources for other governmental services, and place the estimates developed for school services in proper perspective against the larger governmental background.

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IN-SERVICE EDUCATION FOR TEACHERS AND ADMINISTRATORS

Our rapidly changing culture and its implication for curriculum change, the continuing increase in pupil enrollments and numbers of teachers, the need for improved school leadership, the continuous additions to our knowledge in general and our knowledge about the learning process in particular, require professional school people to work continuously to keep abreast of what they must know and must be able to do. They need assistance, too, in the form of carefully planned and creative programs of in-service education. There are many indications that such programs are becoming increasingly common, but it is also apparent that much of what is labeled in-service education is uninspiring and ineffective.

It is becoming more apparent each year that unless substantial resources are devoted to in-service education, it will be useless to continue curriculum revision and experimentation on any significant scale.

In their efforts to meet the insistent demands for the continuing education of teachers, local school districts have been hindered by the lack of precedent for devoting adequate and substantial funds to this purpose. In-service programs have, therefore, lacked both the personnel and resources to achieve results of real scope and quality necessary to meet the needs created by curriculum development.

Colleges and universities within the state have provided in-service training and, at times, they have patterned courses to meet local situations, depending upon needs foreseen by personnel in higher education.

Although most of the first class school districts in Oregon require an amount of college credit within a specified period of time for advancement on the school district salary schedule, no specific requirement is made for a planned program to increase individual professional competency or make allowances for noncredit educational experiences other than travel. Reciprocity is now legally required for sick leave; however, no reciprocity requirements for continued education exist among districts; thus an itinerant teacher can conceivably escape a systematic in-service program for professional lifetime.

College and university teacher education suffers from lack of day-to-day contact with children and the conditions under which teaching takes place, public school personnel lack the time to study developments in the profession and to appraise what they are doing with a view toward improvement, and the State Department of Education lacks funds and resources to coordinate the implementation of a statewide in-service program. The complementary character of the work of personnel in higher education, public schools, and the State Department of Education is such that through a coalition of personnel resources the needs for continuing education of public school teachers and administrators can be met successfully in the years ahead.

RECOMMENDATIONS

1. Need for statewide coordination. Serious consideration must be given to establishment of a well-defined, systematic, centrally coordinated, statewide program for in-service education. The teacher gains through increased professional competency, the school district receives benefit by adding additional quality to their program, and society gains when children reap the benefits of having well-trained professional staff members keeping abreast of educational developments.

   The program should be jointly financed by teachers, school districts, and state resources expended through agencies such as Intermediate Education Districts, community colleges, the State System of Higher Education, or the State Department of Education.

   The program should give prime consideration to one or more of the following purposes:

   a. Removing existing deficiencies among administrators and instructional staff members.

   b. Helping practitioners assess the circumstances in which they are now operating, define the problems that exist, and mobilize their resources to deal with these immediate problems.

   c. Developing strategies for dealing with problems of the future--giving people opportunities to reach out beyond the horizon--to become sensitive to developments that are just dimly appearing, and begin to plan for changes that will be thrusting themselves upon the community in the not too distant future.

d. Continuing to advance the effective induction of teachers into the profession through clinical experiences and expert supervision in cooperation with colleges and school districts.

2. State Department of Education responsibility. It is recommended that the State Board of Education adopt a policy wherein the State Department of Education assumes the responsibility for establishment and coordination of the program, pursuant to ORS 327.485 (1) (Education Improvement Fund).

a. Responsibility for the program should be assigned to a full-time individual at the director level in the State Department of Education and each Intermediate Education District Superintendent be requested to serve as a county coordinator.

b. An advisory body should be appointed and should include representatives from public schools, Intermediate Education Districts, community colleges, State System of Higher Education, the State Department of Education, and professional education organizations. The purpose and function of this body would be as follows:

(1) To participate in planning a statewide in-service program; to adivse in the formulation of sound policies and in the establishment of higher standards of in-service education; to assist in defining and clarifying the objectives of the program; to define broad areas of knowledge and practice in which emphasis is deemed desirable; and to assist in determining the areas for which the various state agencies are responsible and can best provide services.

(2) To assist in analyzing the volume and type of in-service experiences needed by the teachers of the state and to ascertain the most effective and economical means of obtaining them; to assist in discovering facilities and services which might be overlooked; to encourage the various state agencies to create new services and facilities wherever gaps exist.

(3) To stimulate the interest of teachers, administrators, professional organizations, and the general public in the problems of in-service education and to enlist their support in the solution of them.

(4) To stimulate studies of special problems in in-service education and furnish advice in the planning and carrying out of such research.

(5) To assist the State Director of In-Service Education in appraising the effectiveness of the program.

(6) To devise and recommend administrative strategies that cause study and change to become the normal expectation at the local level.

c. Specific state certification and standardization requirements should be set, taking into consideration the variations that will exist as a result of positions held and certification norms required.

d. A data processing system should be established whereby appropriate in-service records could be maintained for each Oregon teacher. These records would indicate the in-service program completed, the recommendations of local superintendents, and other pertinent data necessary for an individual program of in-service education and for staff utilization purposes.

e. The Oregon Council for Curriculum and Instruction should assist Intermediate Education Districts and local school districts in the dissemination of pertinent information to meet identified local and anticipated future needs.

(1) Pilot demonstration, training, and dissemination centers should be established with Intermediate Education Districts playing an important role.

3. The State System of Higher Education should plan and commit resources to on-campus and extension courses to meet local, regional, and state in-service needs, as defined by the advisory committee.

4. School district responsibility. The program should build upon the beginnings made in existing school district programs and the provisions of new federal legislation, using materials that are readily available for use by teachers with their pupils. School districts should:

a. Analyze the individual in-service requirements of their staff members and arrange for their personnel to avail themselves

of experiences designed to improve their professional competency.

b. Determine those in-service education experiences needed by individual staff members to improve their competency in their position, and provide this information to staff members and the State Director of In-ServiceEducation.

c. Provide in their budgets funds for sabbatical leaves, released time, travel, and extended contracts for staff members to participate in in-service programs and to bring to the district outstanding consultant assistance.

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RESEARCH AND DEVELOPMENT FOR THE IMPROVEMENT OF OREGON EDUCATION

The greatest single void remaining in the efforts to improve education is applying new knowledge about learning and teaching in the classroom. In Oregon the surface of this problem has been scratched, but a long-range program of research and development needs to be organized and state funds need to be made available on a regular basis to support the program.

The statutes which established the State Board of Education Invention Fund and the Educational Improvement Fund are evidences of the legislative commitment to research and development in Oregon education. These statutes, and the State Board of Education's provisions for implementing them, represent Oregon's bid to be among the states which are in the forefront as far as the emerging trend to give specific attention to the educational development is concerned.

Since the 1961 Legislature established the Educational Improvement Fund, Oregon has made significant strides in stimulating change and improvement in classroom instruction and teacher education. To the state funds provided for this purpose was added the catalytic force of 3.5 million dollars from a private foundation to be used over a four-year period ending June 30, 1966. For the first time, some funds have been available at the state level to provide time, travel, and talented assistance for educators at all levels in order that they might study significant ideas and implement those that seem to hold promise for improving children's learning opportunities. The value of such expenditures is evidenced by the fact that local funds redeployed to improvement projects exceed the state's allocation for stimulation by three to five times.

However, each year since 1961, schools and colleges participating directly in The Oregon Program have submitted more ideas for development and more needs for assistance than there have been funds available to support. Also, information about new practices being tried in these schools is not being disseminated and diffused adequately among the other schools and colleges in the state. There are not, at present, sufficient funds for this purpose. To hold the ground gained since 1962,

and to expand research and development activities to meet the demands by educators who seek aid and encouragement to improve what they are doing, a systematic program which is both stimulative and sustaining in nature and has the regular support of state funds is essential.

RECOMMENDATIONS

1. Need for developmental funds. Finding, testing, and implementing ways to improve education should be recognized by all concerned as a legitimate and essential use for a portion of the tax resources in this state.

   In addition to and not in lieu of other appropriations, there should be appropriated to the Department of Education each biennium a sum equivalent to two percent of the estimated Basic School Fund Apportionment for the year prior to the biennium, which sum shall be placed in the Educational Improvement Fund established by Section 1, Chapter 588, Oregon Laws 1961. The Basic School Fund Apportionment should be used merely as a basis for computation of the amount appropriated to the Educational Improvement Fund. Educational Improvement Funds should not be taken from the Basic Fund.

2. Disbursements from the Education Improvement Fund. These should be made as directed by the State Board of Education for the purpose of experimental, developmental, and dissemination programs designed to improve teaching and teacher education in this state.

   a. Making special payments to school districts and colleges when they commit themselves to redeploying some of their own resources to research and development.

   b. Entering into contractual agreements with agencies and individuals that can assist with research and developmental work.

   c. Employing the necessary personnel to:

      (1) Establish statewide communication lines to identify major problems and significant ideas.

      (2) Provide liaison with basic researchers and school personnel to develop the ideas or seek solutions to the problems.

      (3) Conduct and evaluate field trials.

(4) Demonstrate, interpret, and disseminate information about all these activities to all schools.

d. Purchasing services and materials required by the research and development program.

3. Support from non-tax sources. The Department of Education should continue to seek support for specific developmental projects from federal and private sources.

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SCHOOL DISTRICT ORGANIZATION IN OREGON

Public education in Oregon, as in most states, had its beginning in the establishment of schools to serve local areas as the need arose. Subsequently, these local areas became school districts under local control and support. As a consequence, there grew up in the state a large number of small school districts, most of which operated only a one-room school. In 1917-18, there were 2,556 school districts, which number had been reduced to 1,250 in 1948-49, and to 390 in 1965-66.

The state has been concerned about the large number of school districts, most of which were too small to operate an economical and efficient school program.

The major purpose of legislation enacted in 1951 (annulled by referendum in 1952) and in 1957 was to have all territory in the state in districts which offer instruction in grades 1 through 12. The elimination of the union high school district, as such, and the creation instead of unified districts, would be a very important step in achieving that goal. Moreover, it would greatly simplify the functioning of the schools since all the schools within the unified districts would be under the control of the same Board of Education rather than under several boards as is now the case in the union high school districts.

The penalty provisions in the 1951 District Reorganization Act for those districts which failed to become part of a unified district within the three-year period the law was to be operative were the main reasons the measure was annulled by referendum in November 1952. Furthermore, the provision in later legislation which required union high school districts to become unified districts and the remaining elementary districts to become a part of a unified district was the main reason why the bill was killed in committee. Consequently, it seems appropriate to try another approach, viz., a financial incentive or award for those districts which do achieve satisfactory reorganization rather than a penalty for those which do not achieve that goal. It should be noted, however, that there is strong feeling by many who have studied this matter in detail that legislative mandate is needed to bring about effective reorganization and

the "financial incentive approach" is offered as an alternative or supplement to such mandate.

The problem now concerns the next steps that are necessary to achieve the following goals:

1. All territory in the state in unified districts which offer instruction in grades 1 through 12, with the exception of those serving isolated and sparsely populated areas.

2. These districts to have sufficient enrollment and taxable wealth to offer and support an economical and efficient program of public education, which program will include kindergarten and will provide most if not all of the essential educational services.

Oregon has 30 Intermediate Education Districts that provide special services to local districts in each area on a reimbursable basis and also provide tax equalization. This latter service may be discontinued if a majority of the voters in the district approve that discontinuance.

Legally, the services which the Intermediate Education District performs depend upon the requests of the local school districts within the Intermediate Education District and such services are reimbursable. This is done either by contract or by resolution which incorporates these costs in the Intermediate Education District budget.

Because, according to the law, local districts pay for those special services furnished by the Intermediate Education District, it seems a reasonable assumption that they would request only those services not supplied by the local district. On December 31, 1964, the ADM by counties ranged from 502 in Wheeler County to 106,249 in Multnomah County. With this wide range of enrollments there must be a corresponding range of services supplied by the local districts.

The question of particular significance is the professional staff available in the Intermediate Education Districts to supply essential services to the local districts. Because 20 counties have three or less professional employees, one of whom is the Superintendent, approximately 173 professional staff members would be needed to provide essential services. At an annual salary of $6,000, which is appreciably below the State Department of Education salary schedule for consultants, the total annual additional cost would be $1,038,000, or nearly $8 per student in the average daily membership in these counties. Since such a figure seems completely unrealistic, what are the alternatives? There seem to be two--namely, to sharply reduce the number of such professional persons in each county, or combine two or more counties.

If the Intermediate Education Districts are to furnish the services to the local districts which the law envisions, then they must have an adequate and a competent staff which costs money. As of now most of them are woefully understaffed and can perform only the simplest and most routine kinds of services. Consequently there must be a plan developed which will give these districts the financial support they must have if they are to serve the purposes which the law contemplates. Such a plan might involve some direct subsidy from the state.

RECOMMENDATIONS

1. Unifying school districts. Legislation introduced in the 1965 Session (Senate Bill 89), which would make all school districts unified ones, should be sought in the 1967 Session; and in connection therewith consideration should be given to including in the bill a financial incentive (which might be achieved by giving that authority to the Intermediate Education District when reorganized) for those school districts which within a given specified time and with approval of their voters complete their reorganization, such reorganization to have the approval of the State Department of Education.

2. State director needed. The 1967-69 budget of the State Department of Education should provide for the reestablishment, for a period, of the position of Director of School District Reorganization, to serve as a consultant to the Intermediate Education District Boards. This position was in effect from 1957 to 1962.

3. Intermediate Education District Reorganization. The number of IED's should be reduced and, although IED boundaries should be drawn on local district boundaries, IED's should in most cases include more than one county. Furthermore, each such district should be administered by an elected board of from five to eleven members, representing each component county with terms of office consistent with those of other school board members in the state.

4. Financial support. Provision should be made for the adequate financing of the Intermediate Education Districts so that they can secure the staff necessary to perform the services which the law requires of them. In this connection consideration should be given to the feasibility of the following:

   a. Some state support in staffing these offices other than that now provided for special education and other special services, which support would be administered by the State Board of Education.

b. Arrangements whereby the Intermediate Education Districts can assist the State Board of Education in the administration of the "State Standards For Public Schools," which the Board is required to establish by law, and any other services which might be appropriately performed by the Intermediate Education District.

5. Oregon Council for Curriculum and Instruction. At such time as Recommendation 3 above is implemented, the State Board of Education should take the necessary steps to dissolve the Oregon Council for Curriculum and Instruction and thereby make possible the assumption of its role and functions by the newly reorganized Intermediate Education Districts.

6. Evaluation. Within five years after reorganization along the lines recommended in Number 3 above becomes effective, the Interim Committee on Education in cooperation with the State Board of Education should make an appraisal of the Intermediate Education Districts in terms of their organization, function, and support.

7. Responsibility for tax equalization. The present law, which places the responsibility for tax equalization within the county in the Intermediate Education District Board, should, if the Intermediate Education District equalization levy is continued, be amended to place that responsibility in an appropriate existing agency in the county in those cases where two or more counties are combined into one Intermediate Education District.

   The State Board of Education should, if the Intermediate Education District equalization levy is continued, take the initiative in achieving better coordination between the equalization provision in the Basic School Support Law and the tax equalization responsibility of the Intermediate Education District, such effort to give particular attention to the impact of these two equalization programs on the local school districts.

8. Federal funds. Because federal financial involvement in elementary and secondary education seems likely to continue and expand in the years ahead, the State Board of Education through its Department of Education should continue its efforts to channel these funds where they will be most effective.

CURRENT ISSUES

IN TEACHER EDUCATION

Where education is concerned, the present era may well be characterized as one of educational reform in which accepted educational principles and procedures are being challenged.

A most significant change is the new role attached to intellect in American life. Americans have been proud of their system of free schools, but the shadow of anti-intellectualism has always dulled their belief in education. The contribution which education could make to the development of intellect and creativity has received far less favor in the public eye than has the contribution which education makes to social mobility. There is now more awareness of need for the kind of education which "unsettles" a man's thinking and which has for its purpose intellectual development and the creation of informed and discerning minds. These are not impractical goals in an age in which civilization may have become a "race between intelligence and annihilation."

Another new departure in thinking relates to the role of education in economic growth. It is now the thesis of some economists that investment in human capital accounts for most of the impressive rise in real earnings per worker; that a stock of human capital is an essential element of a productive and live economy; and that expenditures for schools represent an essential societal investment. [1]

In the past the commitment of the American people to education has not been matched by an equivalent commitment of human and material resources to attainment of educational purposes. However, with the growing sensitivity to the possibilities in education, a new look is being taken at educational needs. As a result, increasingly heavier financial investment is being made in education and its improvement by both federal and state governments.

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[1] Theodore W. Schultz, "Investment in Human Capital," American Economic Review, Volume LI, No. I, (March 1961).

Any major educational improvements will be contingent upon a sufficient number of teachers who are personally and professionally equipped to teach.

Programs for the preparation of teachers and provisions for the certification of teachers are planned and developed on the assumption that the elements required are essential for effective and competent practice on the part of the teacher. However, until research answers the questions "Who is a teacher?" and "Who is a good teacher?", the procedures for selecting those who will prepare for teaching and the components of the teacher education curriculum will continue to be matters of subjective judgment. It is in this subjective element that the seeds for dissension and uncertainty as to who shall teach and what constitutes quality teaching rest.

A major issue in the effort to improve the quality of teaching in the schools is determination of the standards colleges and universities should be expected to meet if they are to engage in the preparation of teachers.

The functions of accreditation are both stimulative and regulatory. Accreditation of teacher education which began on a stimulative basis has moved toward regulation. Where most of the member institutions in a profession meet established standards, accrediting serves to stimulate growth and improvement through self-study and intervisitation. However, where many of the institutions preparing members for a profession operate programs which are below established standards, accreditation assumes a regulatory function and includes on the approved lists only those institutions which meet approved standards.

NCATE accreditation is the basis of interstate reciprocity in certification of teachers. This has made it possible for teachers from other states who had graduated from four-year elementary or secondary teacher education programs, accredited by the NCATE at the time of their graduation, to have their preparation accepted for certification in Oregon as if they were graduates of Oregon teacher education institutions similarly accredited. As of January 1966, Oregon has 15 Board-approved teacher education institutions, eight of which have also been accredited by the NCATE.

In the United States there are two distinct traditions of teacher education. The older tradition is the academic or liberal arts view which controlled the preparation of high school teachers. This view holds that formal education is centered in the world of knowledge and is concerned with the development of the mind.

The newer tradition places major emphasis on the learner and the learning process.

The fact that there is no recognized body of knowledge essential to the preparation of the teacher does not rule out a widely held belief that there is or should be.

The scope of the teacher's task is epitomized in the statement of Max Lerner who was asked to describe in a single word the most significant characteristic of American civilization. Lerner's answer was "Access." In explaining his answer he said: "You see, our Declaration of Independence says that all men are created equal. We know that we are created very unequal--every American knows that, every teacher knows that, every parent knows that, every employer knows that. But the essence of American democracy is that everyone should have equal access to develop those unequal potentialities and that nothing should stand in the way." In a highly competitive world it is this principle which the American people are expending their efforts and resources to preserve and protect. It may well be that the most significant accomplishment of our time will not be in the exploration of outer space but in the development of the intellectual life of our people.

Teachers in the public schools work in the complex setting growing out of the values to which the people are committed. In the United States these values obviously include "equal access" to learning by youth of "unequal potential."

RECOMMENDATIONS

1. Preparation. The classroom teacher should be so prepared and the circumstances in which he works should be such that children of unequal potential may have equal access to learning.

   The preparation of both elementary and secondary teachers should include general education, depth in subjects to be taught, child development and behavior, and knowledge of and experience with techniques of teaching.

2. School district responsibility. School districts and colleges should collaborate in teacher preparation so that during the period of student teaching or internship teaching competencies may be developed to a high level.

   a. Selected school districts should be developed to assume the same role in relationship to teaching that teaching hospitals have in relationship to medicine.

b. Career positions (supervising teachers, clinical professors, resident coordinators) should be established to supervise the induction of new members into teaching.

3. Supervision of beginning teachers. Every teacher, in the first full year of teaching, should have a reduced teaching load, an assignment consistent with his preparation, and supervision from a person who has time scheduled for supervision and who has had specialized preparation in supervision.

   All supervisors of student teachers and interns should have specialized preparation which includes instruction in clinical supervision, teaching strategies which relate to development of learning processes such as creativity and inquiry, in group dynamics and interpersonal relationships, and in the new curricula in the subject fields.

   The state legislature should appropriate money for school districts to enable them to pay the stipends for supervisors of student teachers and interns and for the added cost entailed in providing the supervisor with released time in which to perform supervisory tasks.

4. Released time for college staff. Resources should be made available to the teacher education institutions to provide released time for college staff to engage in the intensive work necessary to update their knowledge and procedures and to rework their courses that they may be more compatible with the needs of the times and the schools.

5. Professional standards. Encouragement and support should be given to the teaching profession in its efforts to develop appropriate standards of teacher competence and ethical behavior.

   In-service education of teachers should be regarded as significant as their preservice education in the development of a higher level of teacher competency, and resources should be available to support it.

Section II

ANALYSIS OF OPINIONNAIRES

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INTRODUCTION

The following pages represent an analysis of the opinionnaires which accompanied the eight reports of the Governor's Education Improvement Advisory Commission. This Commission, which was designed to work closely with the State Department of Education, was appointed by Governor Mark O. Hatfield in April 1962. Its membership consisted of ten influential educators and businessmen from various parts of the state.

Initially, the purposes of the Commission were to provide counsel concerning immediate emphasis of The Oregon Program, to provide counsel concerning the activities of the State Department of Education for the long-range improvement of education at all levels in Oregon, and to make recommendations through the State Board of Education to the Governor for legislation pertaining to education. These purposes were modified as the work of the Commission progressed, during which time it identified certain major problem areas for further study.

A separate report was prepared on each of these major areas and these were presented at dinners held as a part of the Governor's "Public Conversation on Education" program. Chairmen of local chapters of civic and service clubs, school board members, superintendents and principals of schools, members of the press, prominent businessmen and civic leaders as listed by the Governor and the host superintendents, were invited to these dinners in each of six regions throughout the state. The reports were presented and discussed, and the participants were invited to indicate the number of people in their organizations who would be participating in further discussion of these reports during their own organizational meetings in the spring of 1966 and fall of 1967. Reports and discussion materials were mailed in sufficient quantities so that individual members of all groups would have copies.

The opinionnaires which are the subject of analysis in the following pages made up the last two pages of each report. Each respondent was requested to indicate the response which most closely stated his opinion or attitude toward each statement on a Likert-type scale. This scale, which allowed choices of responses on a continuum from "I strongly agree" to "I strongly disagree" is presented here. It will be noticed that this type

of scale does not allow for the undecided "I don't know" type of answer but rather forces each person who responds to the statement to make a decision.

The Opinion Scale

(1)	I strongly agree	(4)	I mildly disagree
(2)	I agree	(5)	I disagree
(3)	I mildly agree	(6)	I strongly disagree

The Respondents

As Tables I, II, and III reveal, the 2,426 people who responded to the opinionnaire can in no way be accepted as a representative sample of the people of Oregon. It will be noticed from Table I that the majority of respondents fall into the category of people who are already interested in education. Teachers, administrators, and Parent-Teacher Association members make up the large majority of those who indicated that they belonged to a respondent group or organization. The subsequent tabulations lead one to suspect that many of those who did not answer this particular question also fall into the category of teachers or administrators. Table II indicates that the people of Lane County have responded to the opinionnaire considerably more frequently than the residents of any other county within the state.

The number of nil responses exhibited on Table III precludes the possibility of preparing a description of the modal respondent. Table III does give us, however, two or three noteworthy facts; more men responded to the opinionnaire than women; most of the respondents are making an annual income of over $5000; and 378 of these people have indicated that they have completed 19 or 20 years of formal education. This would suggest that many of these people are holders of Masters degrees.

TABLE I

Respondent Groups and Organizations

Organizations	Number of Responses	Percent of Total Response
Administrators	73	2.9%
Army Reserve	1	
Board Members	105	4.3%
Business and Professional Women	93	3.8%
City Council	2	.05%
College Teachers	53	2.1%
Education Associations	28	1.1%
Education Improvement Advisory Commission	8	.3%
Governor's Dinners	22	.9%
High School Students	5	.15%
Junior Chamber of Commerce	3	.1%
Kiwanis	3	.1%
Lay Committee	34	1.3%
Labor Council	6	.2%
League of Women Voters	9	.3%
Lions Clubs	1	
Masonic Order	67	2.7%
OCCI	3	.1%
Oregon Farm Bureau Federation	3	.1%
PTA	194	7.9%
Public Personnel Services	3	.1%
Rotary	4	.1%
St. Francis Altar Society	1	
Soroptomist Club of Portland	2	.05%
Soroptomist Federation of America	10	.4%
S.D.E.	3	.1%
Teachers	523	21.4%
Veterans of Foreign Wars) VFW Auxiliary)	2	.05%
Vocational Education Advisory Commission	4	.1%
Women's Clubs	86	3.5%
No Response	1,075	44.6%

TABLE II

County	Special Education	Vocational Education	Finance	In-service Education	Community Colleges	Research and Development	School District Organization	Teacher Education	Total	% of Total
Baker	1	2	2	1	0	1	1	1	9	.3 %
Benton	5	13	8	9	10	3	3	4	67	2.7 %
Clackamas	17	22	23	22	16	9	6	7	122	5.0 %
Clatsop	8	13	5	4	4	1	4	3	42	1.7 %
Columbia	3	7	2	2	3	2	1	2	22	.9 %
Coos	54	42	6	10	7	2	2	3	126	5.2 %
Crook	4	6	5	6	2	2	1	1	27	1.1 %
Curry	1	3	2	2	2	3	1	0	14	.5 %
Deschutes	10	18	16	9	0	0	2	1	56	2.4 %
Douglas	10	17	4	5	9	4	1	1	51	2.0 %
Gilliam	2	0	0	0	0	0	0	0	2	.08%
Grant	3	2	2	2	1	1	1	1	13	.5 %
Harney	0	1	3	2	1	1	0	1	9	.3 %
Hood River	9	3	2	18	13	1	1	1	48	1.9 %
Jackson	13	14	12	14	9	16	0	1	79	3.2 %
Jefferson	9	6	6	7	1	0	0	0	29	1.1 %
Josephine	4	5	3	3	4	2	0	1	22	.9 %
Klamath	11	27	5	3	8	2	1	3	60	2.4 %
Lake	13	13	3	2	3	1	1	1	37	1.5 %
Lane	92	114	60	55	79	32	22	27	481	19.7 %
Lincoln	4	2	2	4	4	2	0	0	18	.7 %
Linn	10	38	28	27	22	16	19	17	177	7.0 %
Malheur	9	4	13	8	0	2	4	3	43	1.7 %
Marion	16	17	15	17	14	6	8	5	98	4.0 %
Morrow	2	1	4	4	4	2	2	2	21	.8 %
Multnomah	23	55	17	21	29	18	12	22	197	8.0 %
Polk	6	27	4	4	4	1	3	5	54	2.3 %
Sherman	19	19	19	19	0	0	0	0	76	3.2 %
Tillamook	2	7	3	3	1	1	1	2	20	.9 %
Umatilla	23	11	15	12	11	3	2	3	80	3.2 %
Union	1	4	2	4	1	3	1	0	16	.7 %
Wallowa	1	1	0	0	0	0	0	1	3	.09%
Wasco	3	4	3	5	2	4	4	4	29	1.0 %
Washington	8	27	7	10	10	6	6	8	82	3.3 %
Wheeler	0	0	0	0	0	0	1	0	1	
Yamhill	42	30	19	15	16	12	7	10	151	6.1 %
no response	9	8	8	10	12	4	2	6	44	2.4 %
									2426	

TABLE III

	Sex	Age	Income	Number of Children in School: Elementary	Secondary	College	Number of Years of Formal Education
Male	1068						
Female	757						
No response	601						
Under 20		1					
20 to 29		277					
30 to 39		665					
40 to 49		616					
50 to 59		543					
60 to		160					
No response		164					
Under $3000			43				
$3000 to $4999			105				
$5000 to $7499			639				
$7500 to $9999			799				
$10, 000 to $19, 999			572				
Over $20, 000			80				
No response			188				
None or no response				1373	1825	1959	
1 child				437	354	352	
2 children				377	200	102	
3 children				179	45	8	
4 children				48	2	1	
5 children				12	0	4	
8, 9, 10 years							27
11, 12 years							234
13, 14 years							148
15, 16 years							306
17, 18 years							123
19, 20 years							378
Over 20 years							22
No response							1188

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PROGRAMS FOR CHILDREN WITH SPECIAL EDUCATIONAL NEEDS

Four hundred and forty-seven residents of the state responded to this opinionnaire. The statements to which they responded are as follows:

1. Oregon schools should make the services of specialists available to children with physical and/or emotional handicaps.

2. The cost of "preventive measures" for those young people who fail to profit from opportunities to prepare themselves for productive lives should be borne by the educational system.

3. The State of Oregon should accept federal monies for these "preventive measures" if available.

4. Public funds should be available for the services of psychologists and psychiatrists for each school district.

5. The people of Oregon have a responsibility for the education of migrant workers while they are in Oregon.

6. Further individualizing of instruction should be striven for in Oregon schools despite the fact that it might raise the total educational cost to taxpayers.

7. Matching money from state sources should be available to local school districts for the provision of work-study programs for certain pupils.

8. The legislature should appropriate funds to conduct studies to determine the most effective programs for the adjustment of all disadvantaged children in Oregon.

9. Matching funds should be provided by the state for school districts which desire to establish nursery and preschool programs.

10. The State Department of Education should assist and encourage the development of programs in basic skills education for adults in need of this service.

Table IV indicates the responses expressed as percentages.

TABLE IV

N=447

Statement Number	Opinion Scale: strongly agree	agree	mildly agree	mildly disagree	disagree	strongly disagree
1	58.8	31.1	6.7	1.6	0.4	1.1
2	15.7	29.3	25.3	6.5	11.0	7.4
3	36.2	35.1	14.3	2.2	4.3	5.8
4	36.9	34.0	13.9	4.5	5.4	3.6
5	36.0	40.7	15.0	3.1	2.7	1.8
6	39.1	33.3	17.2	4.3	3.1	2.0
7	30.2	43.0	15.7	3.8	2.5	2.2
8	28.2	33.8	22.4	5.4	4.3	3.6
9	23.3	24.6	16.1	8.9	11.4	13.6
10	34.0	40.7	16.6	2.7	1.6	2.7

Nil responses not tabulated.

The following are written comments made by the respondents.

- We wait too long in our public schools before attacking the problems of children with special educational needs. As a consequence they dislike the school and teachers, and the feelings become intensified through the years.

- This state is most negligent in meeting needs of early childhood education. The matter has involved so much emotionalism, and educators have not presented or supported the facts. It would appear that the state must take a more forceful stand in the matter.

- I feel that kindergarten is very important, and the children of Oregon are seriously handicapped. This lack slows down the whole process in the first grade, and makes the job much harder for elementary educators. Children that have had preschooling are already adjusted to other children and much of the classroom process.

- The family is the basic unit in any society. By establishing nursery and preschool programs the children are removed from the home during that period of their life when they are learning most rapidly, during that period where individualized instruction is most necessary. Who is better able to provide this individualized instruction than the mother or family unit itself? There are some family units who do not assume the responsibility of training their young, but the percentage is low and I'm positive that this unit, though at times remiss in their obligation, is better able to do this than any other unit in society.

- I feel that many migrant children do not get good educations. However, these children are not to blame. So, if they are in Oregon for a while let's give them as much as we can, try to develop good ideas, behavior patterns, and so on.

- I believe that continuity in methods and means of instruction are of vital importance to these children (children of migrant workers). In a sense these families are engaged in an occupation that is in the nature of interstate commerce. This may be an area wherein the Federal Government could do a better job of educating these children than can the several states from and to which they migrate. I am not a total stranger to this class of children and their families.

- In my judgment a school social worker, assigned to the primary grades, would be more beneficial to children and their families than a psychiatrist or psychologist. I see these professionals as associated in a mental health clinic, and used as resource people.

- In special education too much emphasis is placed on specialized education (direct services to children), and not enough on relief time and in-service training for regular teachers so they may do the specialized work--to much diagnosis and not enough treatment, to much definition and not enough service, and to much administration and not enough consultant service. The money is spent for the wrong things.

In the summary of Report No. 1 responses, it can be said that the people of Oregon feel their responsibility for the education of migrant workers while they are in Oregon. Ninety-six point six percent of the respondents feel that Oregon schools should make the services of specialists available to children, and 84.8% agreed that public funds should be made available for the employment of the necessary psychologists and psychiatrists. The costs of "preventive measures" recommended by these specialists, for those young people who fail to profit from opportunities to prepare themselves for productive lives, should be borne by the edu-

cational system of the state. Eighty-four percent of the respondents agreed that the legislature should appropriate funds to conduct studies to determine the most effective programs for the adjustment of all disadvantaged children. Although the respondents agreed that the State Department of Education should assist and encourage the development of programs in the basic skills, education for adults (91.3%), there was not found nearly the agreement when considering matching funds for the school districts to establish nursery and preschool programs. One-third of the respondents disagreed with the statement that the state should provide such matching funds.

VOCATIONAL EDUCATION

Five hundred and eighty-three people responded to the following statements about vocational education:

1. Group and individual guidance about occupations should begin during the junior high school years to facilitate wise occupational choice by assuring that every youngster becomes familiar with the different types of work that exist.

2. All high schools and junior high schools should offer courses in vocational education.

3. Inasmuch as many small high schools of the state find it impossible to offer a suitable vocational program, there should be a continued effort to group these into units of sufficient size that quality area vocational programs can be offered to the pupils from several schools.

4. Local school districts should fit their vocational and technical programs to the needs of state, regional, and national labor markets, as well as to those of the local labor market.

5. To teach the many craft skills needed in a modern industrial nation is beyond the capacity or the function of a comprehensive high school.

6. High school vocational courses are bound to lag behind industry's rapidly changing needs because of the expense of retooling, and so must teach ideas, concepts, and skills which are basic to broad fields of employment.

7. Because of this lag every effort should be made by vocational and technical schools to employ a "work study" kind of curriculum.

8. Men and women from labor and management should be asked to participate with educators on committees for the planning and

operating of local programs of vocational and technical education.

9. Teachers for post-high school technical education must be academically qualified as well as be qualified in their fields in the practical sense.

10. Placement counselors should be employed by vocational-technical schools and high schools in order to maintain a bond between the worker and the school.

11. The people of Oregon should strive to construct and equip still more community colleges as these institutions possess the flexibility necessary to provide "up-to-date" vocational and technical education for post-secondary and adult students.

12. The people of Oregon should take full advantage of federal funds for the continuous development of vocational education programs.

13. A portion of the costs of vocational education must be borne by residents of the state.

14. The State Department of Education should disseminate reports of market needs through the Vocational Education Division.

Table V indicates the responses expressed as percentages.

TABLE V

N=583

Statement Number	Opinion Scale strongly agree	agree	mildly agree	mildly disagree	disagree	strongly disagree
1	47.9	32.8	10.5	3.3	3.3	1.5
2	47.0	26.4	10.5	5.3	5.8	3.4
3	40.3	35.0	12.5	3.3	3.9	2.7
4	46.5	40.0	7.9	2.6	1.4	1.2
5	28.1	28.6	15.4	7.9	10.1	7.0
6.	34.6	42.0	11.8	3.1	5.3	1.5
7	31.6	45.5	13.2	2.9	2.9	1.2
8	50.6	34.5	7.7	1.7	0.7	1.0
9	29.8	29.2	17.8	8.6	7.4	3.6
10	26.1	39.1	19.2	5.0	4.3	1.0
11	42.9	32.4	10.5	4.3	3.1	1.9
12	47.0	29.3	9.4	3.1	1.4	4.1
13	39.6	42.5	9.1	1.7	0.7	1.2
14	29.3	41.0	13.9	3.3	1.4	2.2

Nil responses not tabulated.

Some of the written comments found on these return were:

- The very basis of the reluctance to promote and establish a good vocational program in Oregon rests in each of us. When we attend a meeting such as the one tonight, we are always speaking of the child who has made the choice of vocational training as a disadvantaged child. This is supposedly a child of lesser motivation, lower mental capacity, and perhaps even the lower income bracket. We have not accepted ourselves, that the vocationally oriented person fills a need as great as that of the educator, the attorney, and the doctor.

- We should push vocational and technical education at high school level so the student can be prepared to work without further education beyond high school level.

- There is another thought that needs to be added to the vocational-technical training for people ready to enter the world of work. As

we get into the specific training of individuals to work for a particular industry requiring particular skills it seems that we have tried to accomplish something before the fact in education that isn't realistic to attempt.

- Our financial effort in vocational-technical training might, at least in part, be better spent to encourage industry to promote in-plant training for their particular industry; not under the guise of apprenticeship or anything else, but, simply an in-plant training for specific skills in that particular industry. Money now spent in developing vocational-technical programs in high schools, junior colleges, area community technical-vocational programs might better be spent throughout industry in an effort to provide better in-plant training.

- Cost--additional cost--can be partially subsidized by certain industries who show interest in curriculum being offered that fits in with their particular produce or field--and perhaps even offer technical advice along their lines.

- I am employed in the consumer credit or finance field. Through nine years of experience, discussing budgets and financial needs of many people, it is my thinking that our school system needs classes of study regarding credit, budget, loans, and installment buying with all of the basics therein. The adults of our state need to be better equipped to manage money, thus to assist in curbing the bankruptcy filings in which Oregon is leading all other states in this area. I am certain that with a money management program taught to our students and adults that more happiness would be found and very possibly fewer divorces sought.

- While I do not like the idea of a larger and larger central government, this program must be part federal.

- Community colleges should provide most of the vocational education in this state--not the high schools. Students must first receive a basic education before receiving a vocational-type education.

- There are many youngsters with neither the desire or the ability to go to college. Some are gifted carpenters, mechanics, plumbers, etc. Perhaps the girls are interested in practical nursing, clerical, or becoming cooks in a large hotel or restaurant. These students would benefit more from a high school which prepared them for these jobs and developed these skills than they do from a school which only prepares them to pass a college exam. It is a known fact that many

boys and girls drop out of high school because they are bored and feel they are wasting their time. Many girls would like to develop skills which would prepare them for homemakers and motherhood. Most girls know that they will not earn their own living very long and are not really interested in career education. A knowledge of money managing and homemaking might cut down on the high divorce rate in this nation.

- Academically qualified--what does that mean? Obviously we need the technicians and qualified vocational specialists for teachers, but it is the leisure-time explosion which is rapidly becoming the threat. We always mention the academic subject with practical application. In vocational education we must stress the practical subject with academic (in broadest sense, the avenues of the intellect in study, recreation, in self-satisfaction).

The respondents agreed (91.2%) that group and individual guidance about occupations should begin during the junior high school years, and that all junior high schools and high schools (83.9%) should offer courses in vocational education. They further agreed (87.8%) that whereas many small high schools find it impossible to offer suitable vocational programs, there should be continued effort to group these into units of sufficient size for quality area vocational programs. Ninety-four percent of the respondents agreed that local school districts should fit their vocational and technical programs to the needs of the state, regional, and national labor markets, as well as to those of the local labor market.

The respondents to this opinionnaire recognize that school vocational courses are bound to lag behind industry's needs. They agreed (92.8%) that men and women from labor and management should be invited to participate on committees for the planning and operating of local programs. In the matter of employing teachers for post-high school technical education twenty percent of the respondents said that these teachers need not be academically qualified as well as being qualified in their fields in the practical sense. The respondents agreed (91.2%) that although a portion of the costs of vocational education must be borne by the residents of the state, full advantage should be taken of whatever federal funds are available for the continuous development of these programs.

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FINANCING

OREGON EDUCATION

Three hundred and eighteen individuals responded to this opinionnaire. The statements to which they responded are as follows:

1. Equal opportunity for educational services should be provided for all children, regardless of where they live in the state.

2. The educational program in Oregon should be extended upward to include grades 13 and 14 in the community colleges.

3. The growing burden of supporting schools in the state should increasingly be placed upon the local area.

4. The growing burden of support of schools in the state should increasingly be placed upon the state.

5. The state legislature should pass a retail sales tax to help pay the cost of education.

6. The growing burden of support of schools in the state should increasingly be placed on the Federal Government by acceptance of federal grants.

7. The state should pay a part of the costs for new school buildings.

8. The educational program in Oregon should be extended downward to include kindergarten.

9. The state should encourage local districts to exceed minimum educational programs by sharing, in the same ratio as the minimum program, the costs of the improved program to a reasonable level.

10. The 6% constitutional tax limitation has repeatedly proved inadequate. A method should be adopted by which the voters of each school district can determine the base at which the limitation should operate for their district.

11. The state should extend efforts to achieve uniformity in assessment of property throughout the state.

12. Local school districts should work in close cooperation with the State Department of Education in procuring funds recently made available by federal legislation.

13. The Intermediate Education District's revenues for school financing should be taken into account in the calculation of state school support equalization aid.

14. The foundation program should provide an optimal program rather than a minimal program of education for each child.

15. District reorganization should continue so that districts are of sufficient size to offer effective and efficient educational programs.

Table VI indicates the responses expressed as percentages.

TABLE VI

N=318

Statement Number	Opinion Scale: strongly agree	agree	mildly agree	mildly disagree	disagree	strongly disagree
1	67.0	21.1	7.5	1.6	0.9	0.6
2	34.6	34.9	13.5	6.3	4.7	4.1
3	3.5	4.7	10.1	4.2	28.6	36.5
4	27.4	38.1	17.9	6.0	4.7	3.8
5	37.1	21.1	11.3	2.5	7.9	16.7
6	11.3	18.2	25.5	11.6	13.5	18.2
7	14.5	33.6	21.4	8.2	10.7	9.1
8	46.2	20.8	11.3	4.1	7.2	9.7
9	24.8	40.3	17.6	3.8	1.3	2.2
10	26.4	34.6	13.8	8.5	6.0	6.6
11	47.5	32.1	8.2	2.8	3.5	0.6
12	44.0	34.6	11.0	2.2	3.1	2.8
13	20.8	36.5	22.0	4.7	1.7	5.0
14	27.7	36.8	15.1	4.4	5.3	4.7
15	46.5	28.9	9.4	3.1	2.8	4.7

Nil responses not tabulated.

Some of the written comments were:

- o I strongly oppose assistance from the Federal Government.

- o As long as we are going to support education all over the world--let's start at home! By all means let us use all the federal aid available.

- o I believe that the state should play a much larger role in the financing of public schools. The property tax is not a fair tax and should be diminished as much as possible. The sales tax is, by its very construction, a regressive tax. Only a graduated income tax is the sensible revenue measure to be utilized by the state to support our schools.

- o It pays to be a poor district with many children. An excellent program can and is conducted by a very low millage in these areas. Why should a taxpayer in a poor district be exempted from paying his fair share of the educational program? Not until the Intermediate Education District levy is considered as a factor in the State Basic Support will this injustice be corrected.

- o It is apparent that education for our youth is costly and will continue to increase at a rate faster than the rate of increase in personal income or property valuation. This would indicate to me that efforts should be made to increase the efficiency of our education system. Since this is probably not within the scope of this report, I will state my feelings on taxation in general. I do not believe that the property tax is a fair way to finance education, since the ownership of property is not always associated with the ability to pay. This then leaves either the income or sales tax as alternative sources of taxes.

- o Reorganization should be forced by legislation!

- o In regards to district reorganization, I strongly feel that this must come from the voters of the local districts involved. The state should educate, but should have absolutely no authority to force any district into a reorganization plan. Surely some tiny districts, with poor educational facilities, will remain with us, but I feel strongly that this is their right even though we know them to be wrong. We must suffer some to retain those rights basic to a free educational program.

- o As there are six small high schools in our county it is not only too costly on the tax payers, but we cannot offer these children the kind of education they are forced to have at present. I further am in favor of consolidation of these kinds of schools wherever possible.

- I feel that school districts are not doing their best often because too many are too small to adequately provide the facilities for the pupils. More consolidations should take place especially in areas where contiguous school districts compete with each other. It seems as though the aforesaid leads to wasted resources and unnecessary duplication.

- Federal funds should not be used for any program unless there are no other means available. This should remain an emergency source of finance, and for temporary measures only. States should be self-sufficient in meeting their basic education needs.

By way of a summary of the data exhibited in Table VI it will be noted that the majority of people responding (97%) were in agreement that the children of Oregon should have equal opportunity for educational services regardless of where they live in the state. Eighty-five percent of the respondents agreed that the educational program should be extended to include grades 13 and 14 in community colleges, and to include kindergarten. Responses to statements 3, 4, and 6 indicate that the growing burden of support of schools should be increasingly placed upon state shoulders; the state should pay part of the costs for new school buildings and for improved programs--those which exceed minimum educational programs. Further, the state should continue to encourage district reorganization until districts are of sufficient size to offer effective and efficient educational programs; it should extend efforts to achieve uniformity in assessment of property (93%); help local districts in the procurement of federal funds (92%); encourage legislative reconsideration of the six percent constitutional tax limitation and the accounting in the calculation of state school support equalization aid of the Intermediate Education District's revenues.

IN-SERVICE EDUCATION

FOR TEACHERS

AND ADMINISTRATORS

Three hundred and thirty-nine individuals responded to this opinionnaire. The statements to which they responded are as follows:

1. Unless teachers and administrators are willing and able to change many of the traditional ways of the schools much of the money currently being spent on education will be wasted.

2. One way to encourage teachers and administrators to change their methods is by their participation in in-service programs.

3. In-service programs should be compulsory for teachers.

4. Local school districts should allocate funds each year to cover expenses incurred by their administrators and teachers while attending selected conferences and workshops.

5. Incentives such as pay increases and graduate school and certification credits should be offered to teachers and administrators who participate in certain statewide in-service programs.

6. The improvement of the public schools' instruction should be the responsibility of local administrators, State Department of Education personnel, and professors of education in colleges and universities.

7. A systematic plan for continuous statewide in-service programs in the schools should be coordinated by the State Department of Education, using recognized authorities in all fields to conduct demonstration programs and serve as consultants to teachers.

8. The responsibility for this coordination should reside with a newly appointed director in the State Department of Education.

9. Each Intermediate Education District superintendent should act as county coordinators for such statewide in-service programs.

10. Local public school districts should provide for sabbatical leaves for teachers and administrators to enable these persons to attend universities for purposes of further education.

11. Assessment of in-service needs should be made by local superintendents who should report these needs to a State Department of Education coordinator.

12. Local school districts, the State Department of Education and institutions of higher education should make every effort to obtain "outside" funds for in-service education.

Table VII indicates the responses expressed as percentages.

TABLE VII

N=339

Statement Number	Opinion Scale: strongly agree	agree	mildly agree	mildly disagree	disagree	strongly disagree
1	30.1	27.1	24.2	5.9	7.1	5.0
2	32.7	47.2	14.5	0.3	1.2	3.2
3	25.1	24.5	22.1	7.1	11.5	8.3
4	45.1	30.4	12.7	3.5	3.2	3.5
5	31.0	37.2	15.3	4.1	6.8	2.9
6	25.1	45.7	12.7	3.8	3.2	5.0
7	22.7	40.1	15.9	4.7	10.0	3.8
8	10.9	26.3	24.2	7.7	14.7	9.1
9	13.3	33.9	21.8	4.4	10.9	7.7
10	43.7	32.7	10.0	4.4	3.5	2.9
11	19.5	43.1	15.3	2.9	9.1	4.4
12	22.1	29.8	19.5	7.1	10.3	5.3

Nil responses not tabulated.

The following are some of the comments regarding in-service education for teachers and administrators written by some of the respondents.

o I think we need these kinds of things and very quickly. The Northwest Regional Research Laboratory will certainly help. The consultant activity could raise standards quickly. Commendations for your plan are in order.

- o You make quite a to-do about local school administrators, State Department officials, and college professors assessing and doing something about improving education, but never once do you mention the importance of incorporating the classroom teacher into these plans. It would seem that from the ranks of this large group of school experts you could render many valuable ideas. It would also seem that the teachers would be more receptive to in-service ideas if they were to be included in the planning and implementation of these programs. Also, what plans would you make for lay people?

- o The old county institute experience should show the pitfalls of a centralized program run from the top. The job is changing teachers and not spreading information.

- o These are the lines of thought I have been waiting for!

- o I wholeheartedly agree that in-service training is a matter of significant importance--not only in the field of education but in all pursuits. In business we have been practicing this approach for many years. Constant attention to this phase of our operation is vital to our existence.

- o I know that educators consider themselves to be professional people and rightly so, but I would suggest that they take a look at other professions who, hardly without exception, take it upon themselves to finance the costs of their own self-improvement.

- o I think this program should be mandatory for our teachers, I also feel that our teachers are not receiving a substantial enough salary. If they were, they could bear part of this expense themselves.

- o Would it not be possible to extend the school year to allow time for the necessary in-service training?

- o Teachers should also have the same opportunity for deducting expenses at all professional meetings just as doctors and businessmen do.

The responses to statements number 3 and 7 are striking. These respondents agree that a systematic plan for continuous statewide in-service programs should be coordinated by the State Department of Education, and further that these in-service programs should be compulsory for teachers. That the responsibility for this coordination of programs should reside with a newly appointed director in the State Department of Education was not met with nearly so much approval (61.4%). It was generally agreed that local school districts should provide incentives

such as pay increases, sabbatical leaves, graduate school and certification credits to teachers and administrators who participate in certain of these statewide in-service programs.

DELINEATION OF THE COMMUNITY COLLEGE'S PLACE IN OREGON EDUCATION

There were three hundred and two respondents to this opinionnaire. The statements to which they responded are as follows:

1. Continued effort should be made by the people of Oregon to make community college programs available in the state when and where they are needed.

2. An "open door" admissions policy should be maintained, permitting the admission of any high school graduate or non-high school graduate who can profit from the instruction offered.

3. Community colleges should be recognized as an integral part of the state's system of public schools, grades 1 through 14, and continue to be under the general supervision of the State Board of Education.

4. The programs offered at these community colleges should be coordinated with those offered at the high schools and those of institutions of higher learning.

5. Scholarships and subsidies similar to those available to students in four-year institutions should be made available to students of community colleges.

6. The cost of education to the individual should be sufficiently low to permit the attendance of any student who can benefit by the program of the college.

7. Each community college should be a local institution, and should be located within commuting time of a substantial majority of its students. It should remain a commuting institution.

8. All community colleges need not be organized around the same special curriculum areas. Program flexibility must be maintained so that subjects can be offered according to the needs of the individuals in the service area.

9. The community college should not become a "starter" institution intended to evolve into a four-year baccalaureate degree granting college.

10. Community colleges should not be permitted to maintain dormitories for students.

11. The initiative for the establishment of new community colleges should come from the locality to be served, as a response to the demonstrated educational needs of the area.

12. State funds allocated for community colleges should not be reduced as federal funds become available.

13. Area education districts and school districts should continue to provide part of the funds for buildings as well as the operation of community colleges, thereby maintaining locally controlled programs which are adapted to local needs.

Table VIII indicates the responses expressed as percentages.

TABLE VIII

N=302

Statement Number	Opinion Scale strongly agree	agree	mildly agree	mildly disagree	disagree	strongly disagree
1	69.0	28.0	2.0	1.0	0.5	0.5
2	61.0	29.0	6.0	3.0	1.0	1.0
3	57.0	32.0	7.0	2.0	1.0	0.0
4	40.0	36.0	12.0	5.0	3.0	2.0
5	57.0	33.0	7.0	0.0	1.0	1.0
6	52.0	32.0	9.0	5.0	2.0	0.0
7	45.0	40.0	10.0	4.0	5.0	6.0
8	52.0	24.0	11.0	8.0	2.0	1.0
9	32.0	20.0	15.0	15.0	10.0	5.0
10	41.0	38.0	10.0	6.0	2.0	0.0
11	31.0	31.0	16.0	8.0	4.0	6.0
12	35.0	38.0	16.0	4.0	1.0	2.0
13	46.0	36.0	8.0	4.0	2.0	3.0

Nil responses not tabulated.

The following are some of the comments regarding the place of Oregon's community colleges in education made by the respondents:

- This is what we have needed for several years. I know this will help especially the boys who haven't been grown up enough when they went from high school into college. I can see in the future less drop outs from college as they will be more prepared to go on to college.

- If a definite need shows itself and the electorate supporting the college want it, there should be dorms. They shouldn't be encouraged, but they should be permitted. How can anyone justify forcing students to commute several hours a day, especially during hazardous winter driving conditions, when the needs of the student, the college, the public, and education can best be met by dormitories?

- There is such a wide variety of scholarships and subsidies offered at the university level and many would not be applicable in the community college. However, I think some help should be available to the really needy student who wishes to attend the community college.

- An 18-year-old doesn't want to continue school--he or she wants a change. State Board of Education can continue community college supervision but it needs to be seen as "new step."

- I very much favor community colleges, and whenever feasible should provide instruction at very little or no cost to students such as provided in many California areas.

- In view of the growing need for educational tax dollars we should not spend any money for community college campuses and buildings until complete use is made of local high school and other college classroom space. Night classes will not only make more efficient use of these facilities, saving taxes for other needs, but they are more desirable in adult education programs so that students may work part time as necessary for their own financial programs.

- I thought I heard it said at the Governor's Conversation dinner in Eugene that the universities would determine the content and the instructors qualifications for transfer courses. This I deplore! In my opinion the undergraduate teacher and some of the content too, at the university level are evidence enough that they, the universities, are not qualified to dictate to community colleges.

- The college should compete for local funds in the same way that local districts do. If they are not, then they should be under the

State System of Higher Education. If there is little or no local funds pledged, there should be no local control.

Ninety-nine percent of the respondents agreed that continued effort should be made by the people of Oregon to make community college programs available in the state, and a large majority (96%) agreed that an "open-door" admissions policy should be maintained. Further, each community college should be a local, commuting institution with programs which are coordinated with those offered at the high schools and those of institutions of higher learning. Scholarships and subsidies similar to those available to students in four-year institutions should be made available to students of community colleges (88%). These community colleges should not be permitted to maintain dormitories for their students and should not become a starter institution intended to evolve into a four-year college. In this regard, the respondents were of the opinion (90%) that the community colleges should be recognized as an integral part of the state's system of public schools and continue under the supervision of the State Board of Education.

RESEARCH AND DEVELOPMENT FOR THE IMPROVEMENT OF OREGON EDUCATION

The opinionnaire included with this report was responded to by 160 individuals. The statements to which they responded are as follows:

1. If a state department is going to exhibit leadership in education it must have the facilities and personnel to field test and disseminate research findings as well as to help implement promising practices.

2. Industry values research activities highly as evidenced by the tremendous sums of money spent each year. The Oregon Legislature should appropriate sufficient money for research and development each biennium to insure that the State Department of Education conducts at least a proportionate amount of research in education.

3. Controlled experiments in instruction and learning should be conducted or guided by college or university personnel.

4. The State Department of Education should have funds available to pay for contracting research to colleges and universities.

5. There should be more consultants and program specialists employed by the State Department who are qualified to assist local districts to put into effect the results of research.

6. The State Department should evaluate, condense, and then distribute the results of all kinds of social science research which have value to educators.

7. In an effort to help school administrators become more research-conscious the State Department should sponsor conferences and workshops to discuss recently completed significant research studies.

8. The State Department should make every attempt to obtain federal and private funds for the promotion of research and development.

9. All district research and development projects should have the approval of the State Department of Education division most directly concerned with the local district project as well as the approval of the Department's research and/or development consultants.

10. All of the state's educational research efforts should be coordinated by a central research coordinating council sponsored jointly by the Oregon State System of Higher Education and the State Department of Education.

11. The State Department of Education should be the key communication link among schools and colleges and among state and federal agencies involved in education.

Table IX indicates the responses expressed as percentages.

TABLE IX

N=160

Statement Number	Opinion Scale: strongly agree	agree	mildly agree	mildly disagree	disagree	strongly disagree
1	41.9	33.1	14.4	3.8	1.9	3.8
2	33.8	33.1	17.5	2.5	3.8	5.6
3	20.0	20.6	29.4	13.1	8.1	5.6
4	21.3	30.6	25.0	8.8	5.0	6.3
5	23.8	29.4	16.3	9.4	8.8	8.8
6	34.4	36.9	11.3	6.3	5.6	4.4
7	40.6	28.8	17.5	6.9	1.9	3.1
8	43.8	28.8	16.9	4.4	1.9	3.8
9	18.1	17.5	13.1	12.5	13.8	21.9
10	25.0	31.9	19.4	7.5	5.6	8.1
11	33.8	31.3	20.6	6.3	3.8	3.8

Nil responses not tabulated.

The following are written comments made by the respondents:

o Many proposals for research fail to meet another's standards, yet produce significant and valid results. State Department of Education should know of all projects, but State Department of Education approval should not be the pivotal factor in initiating an individual

 project.

- The important thing I'm trying to say is, classroom teachers do have something to offer, if we give them an opportunity to do so.

- Some recommendations made by the group:
  1. Since there is now much research material that has not been evaluated, condensed, and distributed, that this be done first.
  2. That the State Department of Education begin by sending consultants and program specialists to assist local districts who are not trying to put into effect the results of research.

- It is about time local districts were placed in a position of having resources for research projects. Academicians have done much research with little practical application to local school systems.

- Individual districts should be encouraged to initiate research and development projects on their own, then to share results with others. It should not be necessary to wait for state approval or for the services of a "consultant." Consultants can collect reports and circulate the information, arrange for workshops where key people can discuss their own projects.

It can be said in general that these respondents see the role of the State Department of Education in research as one of condensation and evaluation of existing research and the dissemination of the applicable research findings through publication and through conferences and workshops. The State Department should make every attempt to obtain federal and private funds for the promotion of research and to pay for contracting research problems through colleges and universities. One very significant response was that made to statement 9 above. Forty-eight point seven percent of the respondents felt that the State Department of Education should supervise the research being carried on within the local districts, whereas 48.2% were of the opinion that the State Department should not supervise and give its approval for local projects. The respondents felt that the State Department of Education should coordinate the research being carried on throughout the State System of Higher Education and the schools, and that it should become a key communication link in this research picture.

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SCHOOL DISTRICT ORGANIZATION IN OREGON

This report opinionnaire was responded to by 120 individuals. The statements to which they responded are as follows:

1. All school districts in Oregon should be unified ones which offer instruction in grades 1 through 12.

2. School districts which achieve satisfactory organization should be rewarded financially.

3. School districts which fail to achieve satisfactory organization should get less Basic School Support Funds.

4. Intermediate Education Districts should be discontinued.

5. The present number and locations of IED's are satisfactory but their functions should be changed.

6. Intermediate Education Districts should be reorganized and strengthened.

7. A useful rule of thumb for number and location of IED's is "to establish those that are necessary and have sufficient wealth and pupil population to provide backup services to local districts equivalent to backup services provided in a few of the largest, best organized districts in the state--keeping the IED's small enough geographically so that any IED staff member could visit any school district and return to the office the same day."

8. IED's cannot serve education in Oregon best if they are recognized as "arms of the state."

9. The State Board of Education's "standards" should be administered by the IED Boards.

10. The Oregon Council for Curriculum and Instruction should be absorbed by the IED.

11. The IED services to local school districts tends to perpetuate poor district organization.

12. OCCI is making a positive contribution to education in this state.

13. OCCI should be given legal status and fiscal support by the legislature.

14. OCCI can help solve the problems of smaller districts having time and staff to develop proposals to get private, state, and federal funds.

15. The work done through OCCI tends to perpetuate poorly organized school districts.

16. It is possible to maintain a strong state public school system while in-state regional centers are being financed and controlled by 100 percent federal money.

These responses, expressed as percentages, are tabulated in Table X.

TABLE X

N=120

Statement Number	Opinion Scale strongly agree	agree	mildly agree	mildly disagree	disagree	strongly disagree
1	55.0	20.0	10.0	1.7	4.2	8.3
2	25.0	24.2	20.0	4.2	9.2	15.8
3	22.5	12.5	30.0	8.3	8.3	15.8
4	11.7	8.3	9.2	12.5	23.3	33.3
5	5.0	9.2	15.8	15.8	24.2	19.2
6	35.8	28.3	15.0	4.2	4.2	9.2
7	18.3	42.5	18.3	6.7	3.3	3.3
8	17.5	25.8	13.3	16.7	9.2	10.0
9	13.3	32.5	21.7	7.5	8.3	11.7
10	22.5	30.8	18.3	6.7	6.7	7.5
11	5.8	12.5	20.8	13.3	21.7	15.0
12	8.3	23.3	32.5	10.8	4.2	6.7
13	7.5	10.8	25.0	10.8	12.5	20.0
14	6.7	20.8	30.8	5.0	10.0	13.3
15	5.8	6.7	19.2	22.5	14.2	12.5
16	11.7	15.0	9.2	10.0	15.8	24.2

Nil responses not tabulated.

The following are written opinions expressed by some of the respondents:

- We should either stop talking loca control and reorganization or talk reorganization and leave the local people who pay the bill out of our talks. We should be talking about what we should do for the children and not spend all our talking about a reduction of districts. The more we reduce the more we take people away from the schools. We are not being honest with the people when we talk local control and reorganization at the same time.

- The Intermediate Education District office is as outdated as the remaining union high school districts. Ineffective curriculum articulation with the elementary schools under the union high's educational program will not improve by perpetuating their existence any more than the continued perpetuation of the outdated need for an Intermediate Education District office.

- Some thought should be given to population, number of pupils, number of buildings, traffic congestion, etc., in planning the area of an Intermediate Education District. We should avoid making small inefficient units into large inefficient units.

- Reorganization is a must, but it cannot be done by local educational leaders, since to attempt it is paramount to committing the unpardonable sin in many areas of our state.

- I think a bill similar to Senate Bill 89 should be enacted at the earliest possible time. The voting requirement should be a majority within the proposed area. If the reorganization is not accomplished by a given time, the unified district should be considered formed.

The statements in this report can be grouped; those having to do with school district reorganization in general; those having to do with the organization of the Intermediate Education Districts; and those having to do with the Oregon Council for Curriculum and Instruction

It was generally agreed (85.0%) that all school districts in Oregon should be unified districts, but not such clear agreement was evidenced to the statements that school districts which do achieve "satisfactory" organization should be rewarded financially or those which failed to achieve "satisfactory" organization should get fewer Basic School Support Funds. The respondents were in disagreement (69.1%) with the statement that Intermediate Education Districts should be discontinued; rather, they should be reorganized and strengthened (79.1%). It was agreed (56.6%) that these reorganized Intermediate Education Districts cannot serve education in Oregon best if they are seen as "arms of the state," but it was also agreed that these Intermediate Education District Boards should administer the State Board of Education's "standards." Although the Oregon Council for Curriculum and Instruction was seen as making a positive contribution to education (64.1%), they also recommended that this organization be absorbed by the Intermediate Education District (71.6%). The respondents were evenly split in agreement and disagreement that the Oregon Council for Curriculum and Instruction should be given legal status and fiscal support. The response to question 16 should be pointed out. The majority (50.0%), felt that it was <u>not possible</u> to maintain a strong state public school system while in-state regional centers were being financed and controlled by 100% federal money.

CURRENT ISSUES

IN TEACHER EDUCATION

One hundred and forty-seven individuals responded to this opinionnaire. The statements to which they responded are as follows:

1. The preservice preparation of both elementary and secondary teachers should consist of four college years with a fifth year to be completed while in service.

2. First year teachers should have a reduced teaching load with time for observation and preparation.

3. Until such time as they have proved their competence in teaching, classroom teachers should receive direct supervision from qualified supervisors.

4. Teacher effectiveness can be determined accurately by competent school administrators.

5. The state should carry the cost of the school district's contribution to teacher education.

6. All teachers should be required to present evidence of successful teaching experience before being issued the five-year Standard Teaching Certificate.

7. The teacher education institutions should be more selective in the admission of candidates to preparation for teaching.

8. The oft made statement "Those who can, do. Those who can't, teach." is still true.

9. The in-service education of practicing teachers is as important as their preservice education.

10. All certified teachers from other states should be eligible for certificates to teach in Oregon.

11. Only teachers from other states who have completed four-year programs of teacher education should be certificated to teach in Oregon.

Table XI indicates the responses expressed as percentages.

TABLE XI

N=147

Statement Number	strongly agree	agree	mildly agree	mildly disagree	disagree	strongly disagree
1	44.2	28.6	13.6	2.7	6.8	3.4
2	36.1	33.3	19.7	4.1	6.1	0.7
3	33.3	33.3	21.1	6.8	3.4	0.7
4	12.9	34.0	32.0	8.2	7.5	3.4
5	19.7	36.1	17.0	10.2	8.8	3.4
6	44.9	41.5	8.8	0.0	2.7	0.0
7	43.5	29.3	13.6	5.4	4.8	2.0
8	5.4	8.8	14.3	7.5	25.2	37.4
9	35.4	44.2	11.6	3.4	4.1	0.0
10	8.8	12.2	11.6	15.0	23.1	27.2
11	27.9	32.7	15.0	8.8	9.5	4.1

Nil responses not tabulated.

The following are written comments made by the respondents.

- Many of the above statements are far-looking. I doubt that I will live to see the day when they will be fulfilled. They are all right for goals, but let's get down to earth with some small steps to get there. None or few can be accomplished in the majority of the school districts until we get a new tax structure in Oregon or mass federal financial assistance.

- I would also add that I feel that until college instructors prove their competence, they should not be teaching teachers. As teachers are taught, they tend to teach. Who is responsible for screening college instructors for competence?

- Salaries should be much higher with subsequent higher teacher education requirements. More emphasis should be placed on subject matter, psychology, teaching observation and practices (earlier so

that applicants can tell sooner their suitability). Many obsolete overlapping education courses should be scrapped. More guidance should be offered to beginning teacher trainees as to phases or types of teaching with special regard to the practical everyday aspects. (Interests should be thoroughly plumbed).

- To me, The Oregon Program was one of the most effective teacher training devices. It is criminal that Oregon State University is dropping it.

- I believe a district has an obligation to train its own teachers insofar as in-service is concerned but I do not accept it as a responsibility of a district to finance the training of teachers destined for other districts.

- Teacher training graduation requirements need reevaluation. Some substitutes for education credits should be allowed, particularly in Sociology and Psychology and particularly at the graduate level.

In general the respondents were in agreement with most of the statements made. They reiterated their trust in in-service education in response to statement number 9, ninety-one percent being in agreement. They voiced the general concern found in Oregon for teachers who are certificated to teach in other states in their responses to statements number 10 and 11.

Published with non-tax funds.